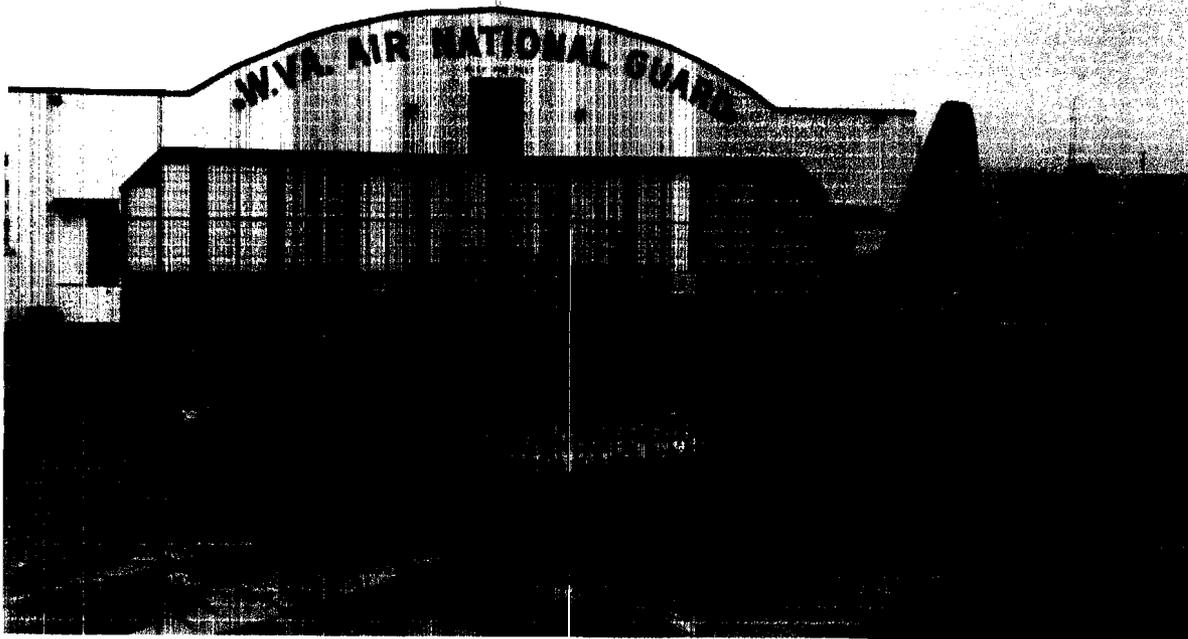


**WEST VIRGINIA RESPONSE
TO
2005 DEPARTMENT OF DEFENSE
BRAC RECOMMENDATIONS**





State of West Virginia
Joe Manchin III
Governor

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August 11, 2005

The Honorable Anthony J. Principi, Chairman
Defense Base Closure and Realignment Commission
2521 South Clark Street, Suite 600
Arlington, Virginia 22202

Dear Chairman Principi:

I am writing to ask the Defense Base Closure and Realignment Commission to revise the Department of Defense recommendation concerning the 130th Airlift Wing at Yeager Air Guard Station in Charleston, West Virginia. I firmly believe that the military value of this unit and installation warrant their retention on the joint warfighting, civil support, and homeland defense team.

In performing the calculations concerning military value, the Air Force assumed that Yeager Air Guard Station had a maximum capacity to support eight C-130 aircraft. The actual current capacity of the air station is twelve, which is the optimal size for a reserve C-130 wing according to the Air Force. Because of the faulty factual assumptions regarding capacity, the Air Force BRAC process never considered nor analyzed basing scenarios that would expand the 130th Airlift Wing at Yeager Air Guard Station to twelve aircraft. Bad data cannot produce good analysis or sound recommendations.

The purpose of this correspondence is to assist the Commission in performing its statutory function of careful review of the Department of Defense recommendations. We deeply appreciate the Commission's focused consideration of Yeager Air Guard Station thus far, including two site visits to the installation in June and the public hearing in Charlotte, North Carolina. The Department of Defense recommendation to realign the 130th Airlift Wing from Charleston is based on a false factual foundation. According to the law, the Commission should revise the Department of Defense recommendations if it finds that they substantially deviate from the statutory criteria. The Department of Defense recommendation to terminate the 130th Airlift Wing and move its C-130 aircraft to Pope Air Force Base is based on inaccurate and incomplete data. These inaccurate inputs produced Department of Defense recommendations that substantially deviate from the BRAC criteria.

The Honorable Anthony J. Principi
August 11, 2005
Page Two

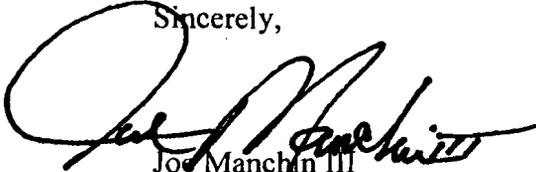
Our review of the Department of Defense BRAC process leads to the conclusion that Yeager Air Guard Station did not get a "fair shake." Errors in data used by Air Force analysts, systemic bias against smaller Air Guard stations, and inexcusable lack of consultation with State Adjutants General all contributed to faulty conclusions that substantially deviate from the BRAC criteria mandated by BRAC law. Additionally, I have grave concerns about the fundamental legality of the BRAC process as applied to the Air National Guard, and my office is currently evaluating our legal options. The Commission's own legal staff has concluded that the Commission cannot approve the Pentagon's recommendations affecting the Air National Guard without the consent of each state governor. This opinion is based on the plain meaning of 10 U.S.C. § 18238, which states:

A unit of the Army National Guard of the United States or the Air National Guard of the United States may not be relocated or withdrawn under this chapter without consent of the Governor of the state or, in the case of the District of Columbia, Commanding General of the National Guard of the District of Columbia.

Finally, closing the 130th Airlift Wing will seriously undermine my ability to train the West Virginia National Guard as a joint force, perform homeland security missions, and perform disaster relief operations regionally. Closing the 130th Airlift Wing is an example of what we will lose by wholesale consolidation into large active bases.

The 130th Airlift Wing has been a key player on the Joint Warfighting Team for 58 years. The 130th is not just eight airplanes -- it is a dedicated community of people and organizations with deep roots in West Virginia. The 130th has been part of the Charleston community since 1947 and has been a family tradition for multiple generations of Guardsmen. Their brave Airmen have deployed in the Global War on Terror in Iraq, Afghanistan, and many other global hotspots in defense of our nation. When West Virginia was needed, the 130th was there providing critical airlift assets. I believe that the military value, accurately assessed, warrants keeping the 130th Airlift Wing on the joint team where they will continue to provide support to joint operations, homeland defense, domestic support to civil authorities, and the highest quality joint training.

Sincerely,



Joe Manchin III
Governor

Greenberg Traurig

John P. Einwechter
Tel. 202.530.8525
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einwechterj@gtlaw.com

August 10, 2005

VIA ELECTRONIC MAIL

Richard A. Atkinson, III
Airport Director
Yeager Airport
John D. Rockefeller IV Terminal
100 Airport Road, Suite 175
Charleston, WV 25311

Dear Mr. Atkinson:

We are pleased to submit for your consideration a memorandum that summarizes the facts and conclusions of law surrounding the proposed realignment of Yeager Air Guard Station by the Department of Defense (DoD) in the 2005 BRAC.

It is our opinion that the Department of Defense proposal "substantially deviates" from BRAC law by using faulty data to produce invalid analysis and the unsound recommendation that Yeager Air Guard Station should be realigned.

There are also substantial legal objections to removing Air National Guard assets from West Virginia to another state without the consent of the Governor of West Virginia. The DoD proposal to withdraw the eight C-130 aircraft currently stationed at Yeager would require the consent of the Governor under 10 U.S.C. §18238, which plainly provides: "A unit of the...Air National Guard of the United States may not be relocated or withdrawn under this chapter without the consent of the Governor of the state...."

Apart from the legal issues presented by the proposed realignment, we conclude that Department of Defense substantially deviated from the BRAC selection criteria in recommending that the 130th Airlift Wing for realignment. We fully develop the reasoning behind our conclusion in the attached memorandum.

Sincerely,



John P. Einwechter

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Executive Summary

DoD Recommendation: “Realign Yeager Airport Air Guard Station (AGS), WV, by realigning eight C-130H aircraft to Pope/Fort Bragg to form a 16 aircraft Air Force Reserve/active duty associate unit, and by relocating flying-related expeditionary combat support (ECS) to Eastern West Virginia Regional Airport/Shepherd Field AGS (aerial port and fire fighters).”

DoD Justification: “The major command’s capacity briefing reported...*Yeager AGS cannot support more than eight C-130s*. Careful analysis of mission capability indicates that it is more appropriate to robust the proposed airlift mission at Fort Bragg to an optimal 16 aircraft C-130 squadron, which provides greater military value and offers unique opportunities for Jointness.”

Response: The DoD recommendation is based on inaccurate capacity data. Yeager AGS can support 12 C-130s in existing facilities—50% more than DoD claims. This faulty assumption caused DoD to substantially underestimate the military value of Yeager AGS and precluded all analysis of alternative basing scenarios involving Yeager AGS. When the true military value of Yeager is understood, it makes more sense to augment the 130th Airlift Wing at Yeager to 12 C-130s.

- **Incorrect DoD capacity data** used as the primary justification for the recommendation to realign the 130th Airlift Wing.
 - DoD assumed max support capacity of 8 C-130s. Actual capacity is 12 C-130s.
 - Increasing 130th AW to 12 C-130s would achieve optimal airlift unit size under USAF standards.
 - Capacity of Yeager AGS can be increased to 16 C-130s at minimal cost and within the boundaries of the existing property.
- **BRAC Selection Criterion #1** – Current and future mission capabilities and impact on joint operational warfighting, training and readiness.
 - 130th AW currently performs JA/ATT missions at Pope /Ft Bragg.
 - 130th AW currently deploys to OIF/OEF.
 - 130th AW currently provides rapid transport of joint WV National Guard CST and CERF-P response teams in AOR including major metro areas including NCR.
 - 130th AW supports WV Army NG joint training, such as 2/19 SFG airborne ops.
 - 130th AW deployed in 16 FEMA declared emergencies, 10 non-FEMA disasters over last 9 years.
 - Yeager has the current capacity to support an airlift wing of 12 C-130s.
- **BRAC Selection Criteria #2** – Availability and condition of land, facilities and associated airspace.
 - Yeager AGS can park and support 12 C-130 within existing facilities.
 - Yeager AGS fully supports missions with minimal excess infrastructure.

- DoD used incorrect hangar door size data in its analysis.
 - DoD over-rated the value of fuel hydrants and length of runway.
 - Facilities were improperly rated C4 when actual condition warrants C2.
 - Yeager AGS property leased at cost of \$1.00 per year through 2052.
 - Yeager AGS centrally located in 26,000 square miles of open, unencumbered training airspace (far better than PAFB's 11,000 square miles of restricted airspace).
 - Proximity to numerous DZ/LZs comparable to PAFB.
- **BRAC Selection Criterion #3** – Ability to accommodate contingency, mobilization, surge and future total force requirements.
- Yeager AGS scored higher than several bases gaining aircraft.
 - Incorrect capacity data invalidates surge capacity analysis by DoD.
 - Can currently park and support 12 C-130s and use adjacent taxiway and runway at no cost.
- **BRAC Selection Criterion #4** – Cost of operations and manpower implications.
- 130th AW has the highest personnel strength and 2nd highest retention rate compared to other ANG C-130 units gaining aircraft by 0.1% (122nd at Ft Wayne recommended for retention because of recruiting and retention success—only 0.1% better than 130th AW.)
 - 130th AW has the 2nd highest C-130H2 mission readiness rate in ANG.
 - Compared to other ANG units gaining C-130s, 130th AW has 2nd lowest personnel costs and lowest cost per flying hour.
 - Compared to similar ANG C-130 units gaining aircraft, 130th AW has lowest O&M costs.
 - 130th AW realignment to Pope AFB will likely result in loss of experienced combat veteran personnel.
 - DoD recommendation results in an orphan/enclave unit at Yeager.
- **BRAC Selection Criterion #5** – Potential cost savings.
- Realignment of 130th AW from Yeager to Pope AFB results in zero cost savings.
 - According to DoD, only savings come from reduction of aircraft at Pope AFB.
 - Analysis completed by GRA, Inc., concluded that the COBRA model information for Yeager Air Guard Station was “bundled” with COBRA for Pope and the payback period for Yeager was “never”
- **BRAC Selection Criterion #6** – Economic impact on the community.
- Study by Marshall University identifies numerous economic impacts overlooked by DoD analytic models.
 - Realignment of Yeager will result in the loss of 814 jobs and \$22 million in annual spending.
 - The loss of ARFF services as part of Joint Use of the Airport will greatly increase cost to airlines providing service to West Virginia and could result in loss of commercial service.

- **BRAC Selection Criteria #7** – Ability of community infrastructure to support forces, missions and personnel.
 - Charleston infrastructure fully capable of supporting increased forces, missions and personnel.

- **BRAC Selection Criterion #8** – Environmental impact.
 - Yeager AGS has no physical encroachment challenges, unlike Pope AFB.
 - Yeager AGS has never received a single formal noise complaint.

Memorandum

To: Defense Base Closure and Realignment Commission

From: Jack Einwechter, Greenberg Traurig, LLP

Date: 1 August 2005

Subject: Response to DoD BRAC Recommendation for Yeager Air Guard Station

Introduction

The DoD recommendation to realign the Air Guard units and aircraft at Yeager Air Guard Station (AGS) is based on false data and an incorrect estimate of military value of Yeager AGS. This memorandum explains how these recommendations substantially deviate from the statutory BRAC selection criteria. The BRAC Commission can correct this substantial deviation by rejecting the DoD recommendation and retaining the 130th Air Wing (AW) and associated expeditionary combat support elements at Yeager AGS.

Process flaws and incorrect capacity data used at the beginning of the DoD BRAC process resulted in elimination of 130th AW from consideration in future force structure scenarios. Armed with correct capacity data, the BRAC Commission can accurately assess the true military value of Yeager AGS. Once considered as a potential receiving location using the military value criteria in BRAC law, the data confirm that the 130th AW at Yeager provides greater value at lower cost than other units that DoD recommended to receive additional aircraft through BRAC.

Discussion

The strategic purpose of BRAC is to adjust military base infrastructure to provide optimal support to the current and future force structure of the total force. The Air Force translated this general purpose into three strategic goals for the Air Force BRAC recommendations to DoD:

1. Consolidate declining fleet into fewer, larger units – at installations of high military value.
2. Organize remaining force structure into more effective fighting units.
3. Retain the experienced and skilled Airmen the Air Force needs.

Under BRAC law, military value must be the primary consideration for all closure and realignment decisions. The criteria established by law are sound. This was, however, a complex process and mistakes have been made that can be corrected by the BRAC Commission. Indeed such review and correction is the very purpose of the Commission

While the purpose of BRAC and the statutory selection criteria are sound, the recommendation to realign Yeager AGS is deeply flawed. Three primary process defects led to the flawed recommendations in this case. First, no analytical methodology could yield sound conclusions without accurate data inputs. Yet for reasons explained below, the data used to evaluate the military value of Yeager AGS was patently wrong. Second, the state Adjutant Generals were not consulted at any time during the complex process of making recommendations concerning Air National Guard basing scenarios. It is inconceivable that these key leaders were entirely left out of a process directly affecting their ability to perform joint operations, civil support, and homeland defense missions. The GAO review of the DoD recommendations cited this as a critical flaw in the BRAC process.

Finally, the weight values assigned to the four military value criteria in the DoD process do not reasonably protect the goals of the BRAC process. Specifically, the undervaluing of the manpower impacts criterion under selection criterion #4 is unjustified. It is an article of faith among all military leaders that people are the most critical asset in a military organization. Personnel impacts of realignment and closure decisions fall especially hard on Guard units, because Guard personnel are rooted in their home communities. While the selection criteria are statutory, the weights used by DoD are not binding on the Commission. The Air Force made retaining airmen as one of its three main goals, yet inconsistently weighted this criterion at only 2.5%. The Commission must carefully review the DoD process, factual errors, and application of the BRAC selection criteria before adopting the DoD recommendations.

A. Errors in Air Force Data Corrupted DoD Analysis of Yeager's Military Value.

- Incorrect Air Force capacity data was basis for all military value analysis.
- Yeager AGS has present capacity for 12 C-130s, target optimal size for ANG.
- Can expand base within existing boundaries to 16 C-130s for \$2.5-\$3 million.

According to DoD, military value is assessed using both quantitative and qualitative criteria. The starting point and foundation of DoD analysis was the quantitative scoring of each base using the Mission Compatibility Index (MCI). Obviously, if the raw data inputs were erroneous, the quantitative analysis would yield erroneous results and cause the DoD BRAC recommendations to deviate from the statutory criteria. That is precisely what went wrong in the DoD recommendation to realign the 130th Airlift Wing and associated expeditionary combat support elements from Yeager AGS.

The DoD based its recommendation primarily on the erroneous assumption that Yeager's capacity was limited to eight C-130 aircraft. This was substantially and critically incorrect data. Yeager can currently support 12 C-130 aircraft with existing facilities—50% more than DoD assumed. The photographs and diagrams at TAB A shows 12 C-130 aircraft on the ramp at Yeager AGS. TAB B contains a report on Yeager's ramp capacity from a professional engineering firm. As these supporting documents show, Yeager can park these aircraft within existing property boundaries and

meet all Air Force requirements pertaining to parking and supporting 12 aircraft. This substantial error produced a recommendation that substantially deviates from BRAC criteria.

The Air Force and DoD based their recommendation to realign the airlift assets from Yeager AGS on inaccurate estimates of its maximum capacity to support C-130s. Yeager AGS was never asked what its actual support capacity is; rather analysts merely estimated capacity based upon total square yards of ramp space available at Yeager. When decisions of this magnitude are under consideration, determination of actual capacity should have been obtained. This is especially true given the tremendous significance of this data in the Air Force analytical methodology.

The first goal of the Air Force Base Closure Executive Group (BCEG) was to “consolidate declining fleet into fewer, larger units – at installations of high military value.” This goal was based on the view that small squadrons are inefficient. According to the Air Force the optimal size of mobility squadrons is 16 aircraft for active duty units and 12 aircraft for reserve component units. Because the BCEG started with the erroneous belief that Yeager AGS could support only eight aircraft, it failed to consider Yeager as a potential receiving base for mobility assets. Thus no consideration was ever given to basing scenarios that included Yeager.

The second major flaw in the Air Force analysis of Yeager’s true capacity was an inaccurate assessment of its expansion potential. One of the key parameters for the military value analysis was the capability to expand squadron size while still remaining within the boundaries of land currently owned or leased. The actual data provided by the Air National Guard regarding the parking and expansion capacity of Yeager AGS is not correct. The data provided by the Air National Guard stated that Yeager did not have the capability to expand beyond 8 parking spaces. There are currently 12 parking spaces, and the ramp expansion capability available at Yeager AGS would allow 16 C-130 aircraft with the addition of four additional parking spaces at the estimated cost of approximately 2.5 to 3 million dollars. Yeager can accommodate these additional aircraft while still remaining within our existing property boundary and meet all Air Force requirements for aircraft parking.

In summary, DoD relied on a blatant factual error as the principal justification to realign the units at Yeager AGS. The analysis of Yeager’s military value started with a substantial mistake and all follow-on analysis was based on this inaccurate data. Yeager AGS has the existing capacity and infrastructure for 12 C-130 aircraft. This capacity was verified by the BRAC Commission itself during two separate site visits in June 2005 (See Base Visit Report at TAB C). Yeager can expand our ramp space to base 16 C-130 aircraft for approximately \$2.5 - \$3 million, while remaining within our existing property boundary and meet all AF requirements. Bad data cannot produce good analysis or sound recommendations. The Air Force BCEG applied the BRAC selection criteria to substantially inaccurate information about Yeager AGS. The result is a recommendation that substantially deviates from the BRAC criteria.

B. Military Value of Yeager Air Guard Station.

An evaluation of the true military value of Yeager AGS shows that it merits retention, because it offers superior military value at the lowest possible cost. The baseline rationale for the BRAC process is to eliminate excess infrastructure in a way that supports current and projected force structure. A more rational relationship between infrastructure and force structure will produce efficiencies and cost savings. The 130th AW at Yeager AGS is a model for this kind of efficiency. Unfortunately, the Air Force BRAC process was working with inaccurate and incomplete information when it made its recommendation to realign Air National Guard units from Yeager to other bases. The following discussion explains the flaws in the Air Force analysis, the true military value of Yeager AGS, and how the recommendation to realign the 130th AW is a substantial deviation from the BRAC criteria.

Criterion 1: Current and future mission capabilities and impact on joint warfighting, training and readiness.

- 130th AW has been and remains a vital member of the Joint warfighting team.
- 130th AW currently performs JA/ATT missions at Pope /Ft Bragg.
- 130th AW currently provides rapid transport of joint WV National Guard CST and CERF-P response teams in AOR.
- 130th AW supports WV Army NG joint training, such as 2/19 SFG airborne ops.
- 130th AW deployed in 16 FEMA declared emergencies, 10 non-FEMA disasters over last 9 years.
- Yeager has the current capacity to support an airlift wing of 12 C-130s.

The key element of BRAC Criterion #1 is the current and future impact on Joint warfighting, training, and readiness. A brief review of the mobilization history of the 130th AW, demonstrates that it has been and can continue to be a vital asset in joint operations into the future. The 130th AW has deployed air crews in support of Noble Eagle (Homeland Defense), Enduring Freedom, Iraqi Freedom, Southern Watch, Desert Storm, Counter drug operations in Colombia, Joint Forge (Germany), Support Hope (Somalia/Rwanda), Deep Freeze (Antarctica) and Civil Response Teams for Homeland Defense. The Air Force BRAC process did not adequately consider the 130th Airlift Wing's support to joint missions with Army National Guard and Federal Homeland Defense.

In addition to being co-located with the Joint Forces Headquarters for the WV National Guard, the 130th AW provides a significant joint capability that was not considered in any data calls during the BRAC process. Our special forces battalion and our Special Operations Detachment – Europe maintain the highest level of joint readiness and airborne qualifications as a result of direct training affiliations with this unit.

The 130th Airlift Wing also performs unique joint missions with the WV Army National Guard that would be negatively impacted through the proposed realignment. The WV Army National Guard is currently rated number one in readiness and has been at the top of readiness for the last eight years. The C-130s at Yeager played a significant part in achieving that by providing a training platform for Special Operations units, by supporting troop movements to and from training sites thereby saving significant time normally lost during ground transportation. Many of the airfields used in support of those Joint operations required the use of C-130 type cargo aircraft due to their limited size.

In justifying the realignment of the 130th AW from Yeager to Pope AFB, the Air Force asserts that basing C-130s at Pope AFB offers unique opportunities for Jointness. However, this ignores the present on-going training relationship that the 130th AW has with the 18th Airborne Corps and 82nd Airborne Division. The 130th already provides Joint Airborne/Air Transportability Training (JA/ATT) to Fort Bragg and Pope AFB. Aircraft from the 130th have routinely made the 45 minute flight to Pope AFB picking up cargo and paratroopers to conduct training. On any given day, 130th AW aircraft can fly to Pope AFB, perform multiple lifts, drop 200-300 paratroopers, and perform several dirt LZ landings. Moving the eight C-130s from Yeager to Pope will not increase joint training opportunities in any way.

Another critical Joint mission that the 130th Airlift Wing currently performs is Homeland Defense. West Virginia has one of the 12 CBRNE Enhanced Response Force Packages established by the National Guard to respond to WMD events across the nation in support of civil authorities. The CERF-P, which is a joint WV Army and Air National Guard Weapons of Mass Destruction team, has a 4 hour response time to be enroute to an incident or attack. Immediate availability of air transportation is critical for them to accomplish their mission. This team was certified in August 2004 as the first fully certified team in all 26 mission areas and was the only team on call for the 2005 presidential inauguration. Yeager's C-130 aircraft were a critical part of the JFHQ-WV federal homeland defense mission by providing rapid air cargo preparation, loading, and transportation to these teams in order for them to meet their required response times. The loss of these aircraft will obviously have a critical negative impact on their ability to carry out their mission.

West Virginia also has one of the 35 operational National Guard Civil Support teams. The 35th Civil Support Team, which is a joint WV Army and Air National Guard Weapons of Mass Destruction quick response team, has a 1.5 hour response time to be enroute to an incident or attack. The West Virginia needs the 130th AW to transport these highly trained joint teams that have a specific support mission for national emergencies in FEMA Regions III and V, which includes the National Capital Region. Charleston West Virginia is centrally located between major population centers such as Washington (41 minutes flying time), Richmond (38 minutes), Pittsburgh (35 minutes), Norfolk (60 minutes), Chicago (90 minutes) and Atlanta (81 minutes). Charleston is ideally situated to respond to national emergencies in these critical cities. While the Air Force applied a bias toward consolidation of existing forces at central hubs, the "Air Force

Organizational Principles” White Paper highlights the advantages of keeping units like the 130th AW at their current locations on civilian airfields: “These dispersed locations provide a force dispersal advantage for homeland defense and an alternate facility for emergencies.” (White Paper, page 9).

The 130th AW’s contribution to Civil Support was not adequately considered when determining military value. AF BRAC data calls did not consider ANG impact on disaster response. The 130th Airlift Wing personnel have played a significant role in disaster response being utilized in 16 FEMA declared disasters and 57 lesser emergencies over the last 9 years. This could be considered as one of those “qualitative” factors that did not get considered in the realignment recommendation. The immediate response by the 130th AW to transport soldiers and supplies has been instrumental in saving lives and property.

Criterion 2: Availability and condition of land, facilities and associated airspace.

- Yeager AGS can park and support 12 C-130 within existing facilities.
- Yeager AGS fully supports missions with minimal excess infrastructure.
- DoD incorrect hangar door size data in analysis.
- DoD over-rated the value of fuel hydrants and length of runway.
- Facilities were improperly rated C4 when actual condition warrants C2.
- Yeager AGS property leased at cost of \$1.00 per year through 2052.
- Yeager AGS centrally located in 26,000 square miles of open, unencumbered training airspace (far better than PAFB’s 11,000 square miles of restricted airspace).
- Proximity to numerous DZ/LZs comparable to PAFB.

Yeager AGS offers excellent serviceable facilities capable of supporting 12 C-130 aircraft presently and 16 C-130s for a minimal investment of \$2.5-3 million. It features two C-130 capable hangars, a newly laid concrete ramp, a dual-use 6,300 foot runway, 26,000 square miles of unrestricted airspace and proximity to numerous DZ/LZs. Yeager infrastructure data was not accurate and Air Force scoring methods were biased in favor of large Active Duty installations with long-than-required runways. Yeager AGS airspace advantages are significant compared to other east coast C-130 bases.

The condition of the facilities at Yeager AGS warrant substantially higher C ratings than reported in the BRAC process. Following the announcement of the DoD BRAC recommendations, an independent engineering firm was hired to assess the actual condition of Yeager Air Guard Station facilities as a means of checking the reported previous ratings. The report found that Yeager’s facilities are “in good working condition” and fully capable of fulfilling their intended purpose for the next 20 years. Therefore, a proper C-rating would have been C2. (See Buchart-Horn “Evaluation” at TAB D)

Another specific error in the Air Force scoring of the Yeager facilities was an incorrect assessment of aircraft hangar door sizes. This error resulted from a

misinterpretation of the original data call by the unit. The unit failed to count the hangar door extensions of one of its permanent C-130 hangars. This mistake resulted in a score of 0 for this critical asset. The Commission's review is intended to correct and evaluate these kinds of human errors. The correct size would have resulted in a higher MCI score in this category.

The factors used to score bases under this selection criterion were biased in favor of large active duty installations. For many of the questions in this criterion a base had to have an excessively large size in order to score any points at all. Of course this strongly favors large active duty installations and is biased against smaller ANG bases. The methodology is not linked to actual mission requirements. The 130th scored 0 points in several of these areas. Ironically, the Air Force methodology rewards excess capacity and penalizes efficiency.

For example, with regard to ramp size, a base needs a minimum of 137,000 square yards in order to score any points at all. An 8 aircraft ANG unit is only authorized 73,000 square yards of ramp space by regulation. Therefore, an Air National Guard Station, like Yeager, would have to be in violation of regulations in order to score any points. Yeager AGS does not need 137,000 square yards to accomplish its mission with 8 aircraft. Nor, do we need 137,000 square yards to park 12 aircraft. The entire ramp at Yeager was completely resurfaced. The Air Force awarded us no points for the ramp area or its condition, even though it is new and completely sufficient for the mission of the 130th AW.

Another example is runway dimensions and serviceability. Unless a runway is at least 7,000 feet long, it scored 0 points. Yeager's 6300 feet is sufficiently long to safely operate C-130s. All that is required is what is called the "balanced field length" which we have. We've also had C-17s and C-5s regularly operate in and out of Yeager in support of multiple deployments and exercises.

A final example is the biased scoring for fuel hydrants. The purpose of fuel hydrants is simply to deliver fuel to supported aircraft. Yeager accomplishes this mission fully using fuel trucks. Air National Guard C-130 bases are not authorized fuel hydrant systems. Yet only bases with fuel hydrants were awarded any points.

The data used in criterion 2 favors bases with large infrastructure in excess of mission requirements, and with a weighted value of 41.5%, this score heavily affects the overall military value score. Nevertheless, even the AF Base Closure Executive Group admitted in their meeting minutes when looking at the pros and cons of these criteria that they overstated requirements and negatively impacted units with "right sized" infrastructure like Yeager.

Yeager AGS was docked significant points in the DoD rating for not having a tactical Flight Landing Strip (FLS) in close proximity to the base. First, it must be noted that there are numerous tactical landing strips within the 130th's training area and having one in close proximity has not degraded its ability to maintain trained flight crews.

Second, Yeager Airport Authority has already agreed to allow use of an existing crosswind runway as a tactical landing strip. Had the process accounted for this infrastructure our score would have increased.

The 130th Airlift Wing is centrally located with over 26,000 square miles of open low level training airspace with minimal restrictions and many training resources in all directions. TAB E presents airspace restriction diagrams for the areas surrounding Yeager AGS and, for comparison, the airspace surrounding Pope AFB, North Carolina. West Virginia offers ideal terrain for low level flight training. An important piece of data used in determining the value in criterion 1 & 2 was military training routes. The 130th Airlift Wing has many MTRs nearby, but that is not the point. C-130s do not need, nor do they use VR/IR military training routes, yet we were scored low because of our distance from IR/VR routes. C-130s use SR routes or Low Altitude Training and Navigation Areas (LATN). Our available LATN covers most of West Virginia and contains few flight restrictions down to 300 feet. West Virginia's surrounding airspace is free of major congestion and offers excellent environment for training missions over challenging and rugged terrain. West Virginia has virtually unlimited potential airspace for tactical flying and the terrain is cover the spectrum from mountainous to flat enabling crews to enhance tactical flying skills on a regular basis while staying close to the base.

Combined, there are a total of 11 SR Routes that use West Virginia for flying. There are 10 VR Routes that use parts of West Virginia for flying, and Yeager has 18 visual routes that we have locally generated for low level training. Currently we are using three Landing Zones at Martinsburg (NVG Airland and Basic Assaults), 180 Nautical Miles or 39 minutes flying time; Pope (Basic Assaults) 228 Nautical Miles or 49 minutes flying time; and Youngstown (NVG Airland and Basic assaults). Within 250 NM of Yeager Airport we have 33 Drop Zones, 9 of which are in West Virginia, 10 MOAs, 1 in West Virginia. In West Virginia we have no Alert, Danger, Prohibited, Restricted or Warning Areas.

Criterion 3: Ability to accommodate contingency, mobilization, surge and future total force requirements.

- Yeager AGS scored higher than several bases gaining aircraft
- Incorrect capacity data invalidates surge capacity analysis by DoD.
- Can currently park and support 12 C-130s and use adjacent taxiway and runway at no cost.

Since the Air Force used incorrect capacity data at the beginning of the process, the surge capacity they calculated for Yeager AGS is inaccurate and must be reconsidered. Even using bad data, Yeager AGS scored higher in surge capacity than five bases slated to gain aircraft in the DoD BRAC recommendations.

The 130th Airlift Wing has substantially more surge capacity than the Air Force data suggests, by using an adjacent airport taxiway and runway – at no cost. The 130 AW ranks higher in MCI for Criterion #3 than several units receiving additional aircraft.

C-5s and C-17s have regularly operated out of Yeager in support of deployments and exercises. Yeager Airport offers the use of the adjacent taxiway and runway at any time, offering a significant surge capacity at no additional cost. See TAB F for photos and diagrams, which graphically demonstrate Yeager's true surge capacity.

These are key elements of military value that were not considered in the data calls. Yeager's existing infrastructure enables it to provide significant surge capacity at any time at no additional cost to the taxpayer. However, it was never asked to provide data on its full surge capability, including the joint use agreement with the Airport Authority. This joint use agreement allows closure of the north/south runway for parking C-5s or C-17s, as was done for four presidential visits at no cost to the Air Force.

Criterion 4: Cost of operations and manpower implications.

- 130th AW has the highest personnel strength and 2nd highest retention rate in ANG by 0.1% (122nd at Ft Wayne recommended for retention because of recruiting and retention success—only 0.1% better than 130th AW.)
- 130th AW has the 2nd highest C-130H2 mission readiness rate in ANG.
- Compared to other ANG units gaining C-130s, 130th AW has 2nd lowest personnel costs and lowest cost per flying hour.
- Compared to similar ANG C-130 units gaining aircraft, 130th AW has lowest O&M costs (8 aircraft, 1 GSU, approximately 1000 personnel).
- 130th AW realignment to Pope AFB will likely result in loss of experienced combat veteran personnel.
- DoD recommendation results in an orphan unit at Yeager.

Yeager AGS and the 130th AW scored among the highest under this criterion. The 130th AW performs its diverse missions with the lowest operations and maintenance costs. A comparison of the 130th AW to other ANG units shows unequivocally that we provide the highest value at the lowest cost and have among the highest—personnel recruiting and retention rates in the Total Force. Yet, despite these superior attributes, DoD recommends realigning Yeager while augmenting other units with significant cost and personnel deficiencies.

Of the Air National Guard C-130 units gaining additional aircraft under the DoD recommendations, the 130th Airlift Wing has the highest personnel strength at 103.9%. The 130th Airlift Wing not only excels at personnel strength, but it also excels at retaining those valuable personnel. When compared to all ANG C-130 units gaining additional aircraft, the 130th Airlift Wing has nearly the highest retention rate, and it is ranked second by only 0.1 percent. The dedication of the 130th AW is reflected in its 96.9% retention rate and unit strength of 103.9% while meeting the high demands of wartime commitments.

Even though criterion 4 is only worth 2.5% of the overall military value, DoD justified retention of the 122nd Fighter Wing of the Indiana Air National Guard on the basis of high retention and recruiting rates, even though it scored very low in the Fighter

Mission Compatibility Indices. The ANG recommended that the unit be retained anyway because of its record of recruiting and its proximity to other units to allow these experienced Airmen to remain available to the Indiana ANG. The retention rates for the 130th AW are higher and unit strength is only 0.1% below the 122nd's.

The Air Force made retention of quality airmen one of its three most important goals in the BRAC process. The West Virginia National Guard agrees completely with Gen. Jumper, Air Force Chief of Staff, when he stated back in March – “People are our most valuable asset.” If that is indeed the case, then this criterion warrants a higher value than 2.5% of the overall military value. It is an article of faith to every military leader that people are the most important asset in a military organization. In assessing military value, DoD weighted BRAC criteria as follows: Criterion #1, 46%; Criterion #2, 41.5%; Criterion #3, 10%; Criterion #4, 2.5%. While the eight selection criteria for the 2005 BRAC round are specified in sec. 2913 of the Defense Base Closure and Realignment Act of 1990 (as amended through the FY 05 Defense Authorization Act), the weights given to these criteria by DoD are in no sense binding on the Commission’s deliberations. Rather, these weight values reflect DoD’s judgment on the relative importance of each criterion. Manpower impacts warrant far greater weight than 2.5% when assessing the value of Air National Guard bases. The Air Force unfairly and unwisely minimized manpower impacts in its BRAC analysis.

The realignment recommendation will result in the loss of airmen. If the 130th AW and associated support units are moved from Yeager, most of the traditional guardsmen affected will be unable to serve in the Air National Guard. Since there are no active duty bases in the state, there is no opportunity for joint Active/Reserve units. And to reach another ANG unit requires a four to six hour drive in any direction. The likely result of this realignment will be that the valuable, experienced personnel of this unit will be forced to end their voluntary service which would be a tremendous loss to the DoD. The impact of the loss of these seasoned veterans cannot be easily calculated. Further, the training costs of new replacements were not even factored into the cost of BRAC realignment, yet they will be substantial.

The airmen of the 130th AW offer an average of 22 years of full-time maintenance experience, over 3100 hours of flight time per air crew member and over 52,000 combat hours and combat support hours among existing unit aircrew members. These experienced personnel provide a qualitative value that was not considered at all in this realignment recommendation. For example, when compared to the other ANG units gaining additional C-130 aircraft, the experienced maintenance personnel of the 130th AW provided the DoD with one of the highest mission capable rates. Two of the units with higher rates have much newer H3 aircraft. The 130th AW has a superior safety record, having logged 161,000 accident free flying hours.

The 130th Airlift Wing provides higher value at lower cost. The 130th Airlift Wing can fully perform its mission with the existing infrastructure and can expand to perform its mission with 16 aircraft with minor changes and minimal expense. Other units have excess infrastructure above and beyond what is actually required to perform

their mission. Excess infrastructure that must be operated and maintained at significant cost to the Air Force. One of the main goals of BRAC are to reduce such excess infrastructure in order to maximize efficiency and reduce costs. Yeager AGS presents minimal excess capacity and is therefore the more efficient when compared to other units who are receiving aircraft.

The DoD report states that one of the significant improvements in effectiveness and efficiency of its BRAC recommendations is the elimination of up to 12 million square feet of leased space. The 130th Airlift Wing is considered part of this leased space savings. The Air Force claims that \$9 million dollars will be saved as a result of this reduction in leased space. Yeager AGS is leased space, but at \$1 per year over 50 years it is a tremendous bargain for taxpayers. The monetary savings in eliminating the leased space of the 130th will be \$1 per year. In addition to this, if it needs to expand, the airport has offered the use of the adjoining taxiway and runway for the additional cost of only \$1 per year. So, if when the military value and cost savings of this realignment is calculated, the true savings of realigning Yeager AGS is \$1 per year. Leased facility provides tremendous value to taxpayers. 130th AW is more cost-efficient than other units receiving additional aircraft.

The significant cost savings of combined military/civilian facilities, like Yeager AGS, were not considered in any Air Force calculations. Yeager AGS has 24 hour air traffic control (ATC) provided at no cost to the military as opposed to an active duty base which requires military ATC. Also, we have no costs associated with runway operations and maintenance, snow removal, etc. While its infrastructure MCI score did not rate very highly, it did not consider several key factors that prove that the leased space at Yeager AGS is a tremendous bargain for the taxpayer.

C. Secondary BRAC Selection Criteria.

According to BRAC law, military value is the principal consideration for closure and realignment decisions. Yet the law also mandates consideration of additional factors of vital importance. Where questions of military value fail to decide a basing issue, these criteria may be decisive. All of the remaining secondary criteria decisively support augmenting the 130th AW at Yeager AGS.

Criterion 5: Potential cost savings.

- Realignment of 130th AW from Yeager to Pope AFB results in zero cost savings.
- According to DoD, only savings come from reduction of aircraft at Pope AFB.
- Independent economic analysis by GRA, Inc, concluded Yeager Airport costs were “bundled” with Pope COBRA data and critical elements were not considered.

Realignment of 130th AW from Yeager to Pope AFB results in zero cost savings. If the aircraft move they will still require people to maintain them and fly them. The savings achieved in this recommendation result from the downsizing at Pope Air Force Base.

These savings would be very significant, perhaps even higher, if the National Guard aircraft and two installations were removed from the recommendation. The exact impact is impossible to calculate with the available data as the Air Force did not even consider an alternative of basing 12 aircraft at Yeager and having these aircraft continue to support the joint forces at Fort Bragg and elsewhere.

The Air National Guard remains a great value for the American taxpayer. The DoD's recommendation does not take full advantage of the Air Guard. Instead of retaining the experienced and already fully qualified 130th AW airmen, the recommendation replaces them with expensive, less experienced active duty airmen. The cost of recruiting and training these airmen is not considered in the COBRA analyses. This is a significant oversight that calls into question the accuracy of the economic analysis.

GRA, Inc. completed an independent analysis of the COBRA data used by the Department of Defense to justify the realignment decision and found that the COBRA data was "bundled" with the Pope COBRA data. The "bundling" of the COBRA recommendations makes it difficult to quantify the true cost and benefits for realigning Yeager AGS to Pope; however, it was concurred that the specific payback period for the proposed Yeager Realignment is "never." (See GRA, Inc. "Economic Review" at TAB G)

Additional oversights in the BRAC recommendations:

- The Air Force shows no Permanent Change of Station costs for moves to Pope Air Force Base from Yeager (COBRA, Screen 3).
- The Air Force recommendation does not include the cost of travel back and forth between Pope Air Force Base and the Yeager area for our traditional guardsmen who wish to continue to serve. It is 302 miles each way from Pope Air Force base to Yeager Air National Guard Base.
- The recommendation leaves an expeditionary combat support unit at Yeager with no mission. The cost of having people under employed that could be serving the 130th AW is difficult to quantify, but a real cost. Were the 130th AW retained, these people would continue to have an important mission while also freeing up active component spaces at Pope Air Force Base. These potential cost savings were not calculated by the DoD.

Criterion 6: Economic impact on the community.

A study by Marshall University identifies numerous economic impacts overlooked by DoD analytic models (see Tab H). These models may be accurate for large active duty installations but they are not adequate for quantifying the impacts on smaller, joint use facilities such as Yeager.

The most significant finding of the Marshall University study is that realignment of Yeager will result in the loss of 814 jobs and \$22 million in annual spending. The capability of the West Virginia economy to absorb these job losses was not properly

considered. West Virginia already suffers from one of the lowest per capita incomes in the nation and there are only limited job opportunities in the local area. The DoD economic models do not fully account for these sort of local considerations.

The proposed realignment would also have an enormous impact on Yeager that was not considered or quantified in the BRAC recommendations. These impacts are so severe that they threaten the future of the airport. The impacts include the loss of fire and rescue as well as perimeter security for the airport now provided by the 130th AW. Replacing these services is estimated to cost \$7 million for start up and an annual cost of approximately \$1.7 million. These increased cost will quadruple or even quintuple landing fees for aircraft using Yeager Airport and may threaten the cancellation of commercial flights. (See Boyd Group "Impact on Scheduled Air Service at TAB I)

Criterion 8: Environmental impact.

- Yeager AGS has no physical encroachment challenges, unlike Pope AFB
- Yeager AGS has never received a single formal noise complaint

The DoD's proposal has significant environmental impacts that were not considered by the Department. Specifically, the realigned Fort Bragg will have more total military people than necessary with the associated environmental cost of a large population. The recommendation also misses the opportunity to reduce the total environmental impact by reducing the number of airmen and aircraft at Pope.

The total DoD recommendation increases the total military population in the Fort Bragg / Pope Air Force Base complex. The population increase will tax an already overburdened local school system. If implemented the recommendation misses the opportunity to reduce the impacts on the environment by having the 130th provide support from Yeager.

Pope Air Force Base already suffers from very serious encroachment issues particularly at the end of the runway. The issue of encroachment is likely to continue to grow as the population in the local area continue to swell. Already the community of Spring Lake, located near the end of the Pope Air Force Base runway, precludes the extension of the runway. Yeager does not face an encroachment challenge. There is plenty of room to expand. Additionally, the population in the local area is actually declining making the future even more secure from encroachment.

Noise complaints are often an issue with Air Force Bases. Yeager has never had a noise complaint; few if any other installation in the United States can match this record. The lack of noise constraints permits pilots and crews at Yeager to train day and night at altitudes required to prepare them for combat.

Conclusion

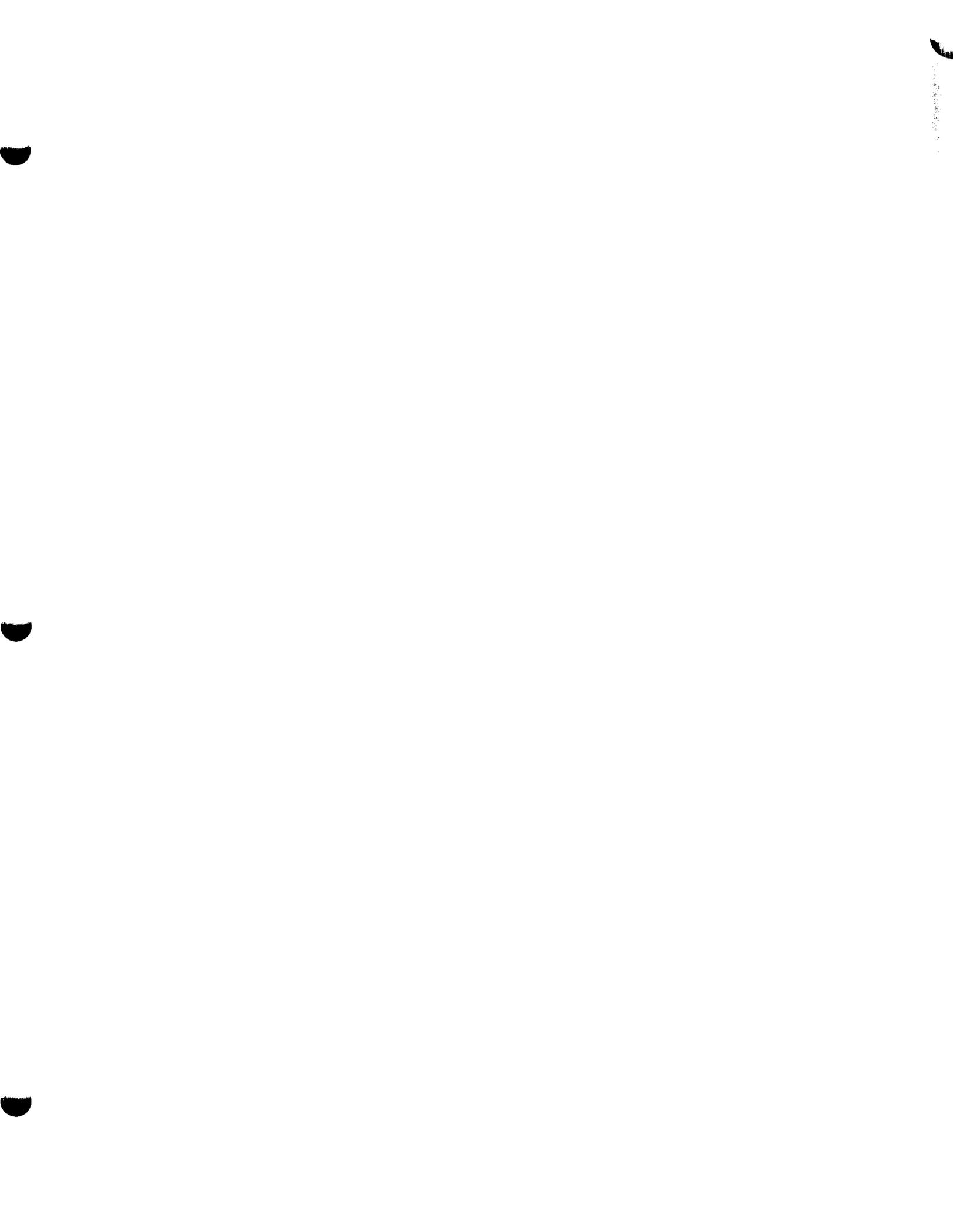
The data that provided to the Commission during two site visits to Yeager Air Guard Station confirms that the Department of Defense substantially deviated from the BRAC selection criteria in recommending the 130th Airlift Wing for realignment.

Not only does the 130th Airlift Wing have the existing capacity to expand to 12 aircraft, but it can support them in a manner that provides a MORE effective and MORE efficient alternative to that recommended in the BRAC report. Yeager offers the best value in the airlift business in the Air Force. No one does it more efficiently or at lower cost. The MCI scores were too heavily weighted toward active duty units with costly excess infrastructure and long runways. The DoD recommendations are essentially using the BRAC process to make force structure decisions instead of maximizing military value of remaining infrastructure. The realignments proposed by DoD do not reduce military manpower of the total force. Therefore, since Yeager provides mission capability at the lowest cost, any other unit where you put our manpower will cost DoD and the taxpayer more money.

Keeping C-130s at Yeager AGS provides the Department of Defense, the community, state and nation the highest military value at the lowest cost while performing more diverse missions.

Tabs

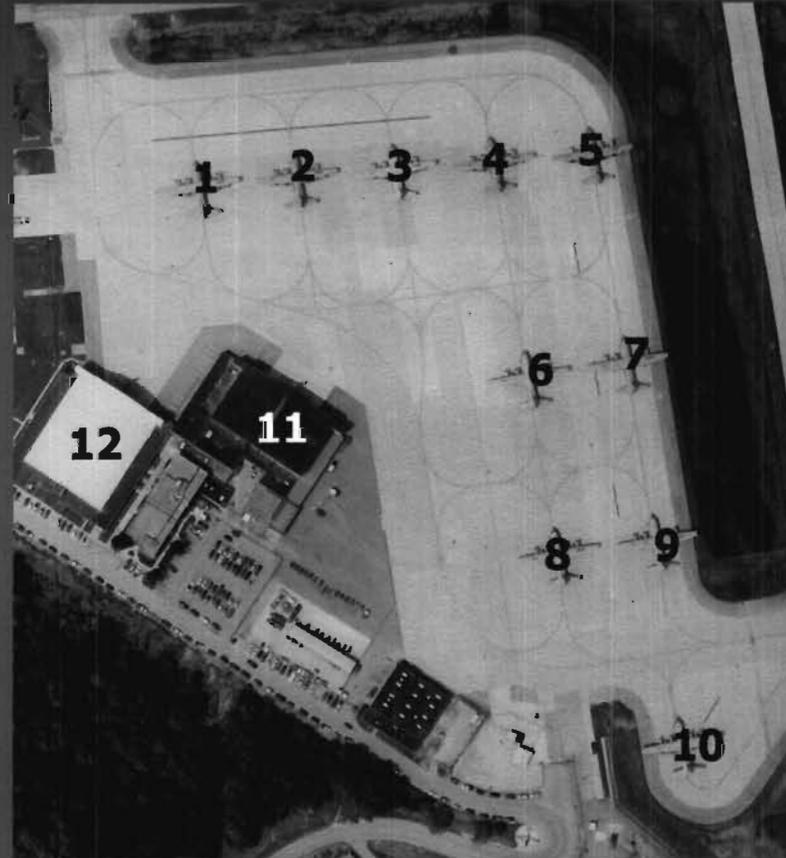
- 1 – Photo and diagrams of 12 C-130s on the Ramp at Yeager AGS
- 2 – Buchart Horn letter re: Yeager AGS apron capacity
- 3 – BRAC Commission Base Visit Reports
- 4 – Buchart Horn Report – Evaluation of Hangar and Support Facilities
- 5 – Diagrams of West Virginia and North Carolina (Pope AFB) airspace restrictions
- 6 – Yeager AGS surge capacity photos and diagrams
- 7 – GRA, Inc. Report – Economic Review of BRAC Recommendations
- 8 – Marshall University - Economic Impact Study
- 9 – Boyd Group Report – “Impact on Scheduled Air Service”
- 10– Rebuttal of Air Force Response of 29 July 2005





130th Airlift Wing Existing Ramp Capacity

- Existing Ramp Plan
 - 12 aircraft on ramp
 - Within existing property boundary
 - Meets all AF requirements

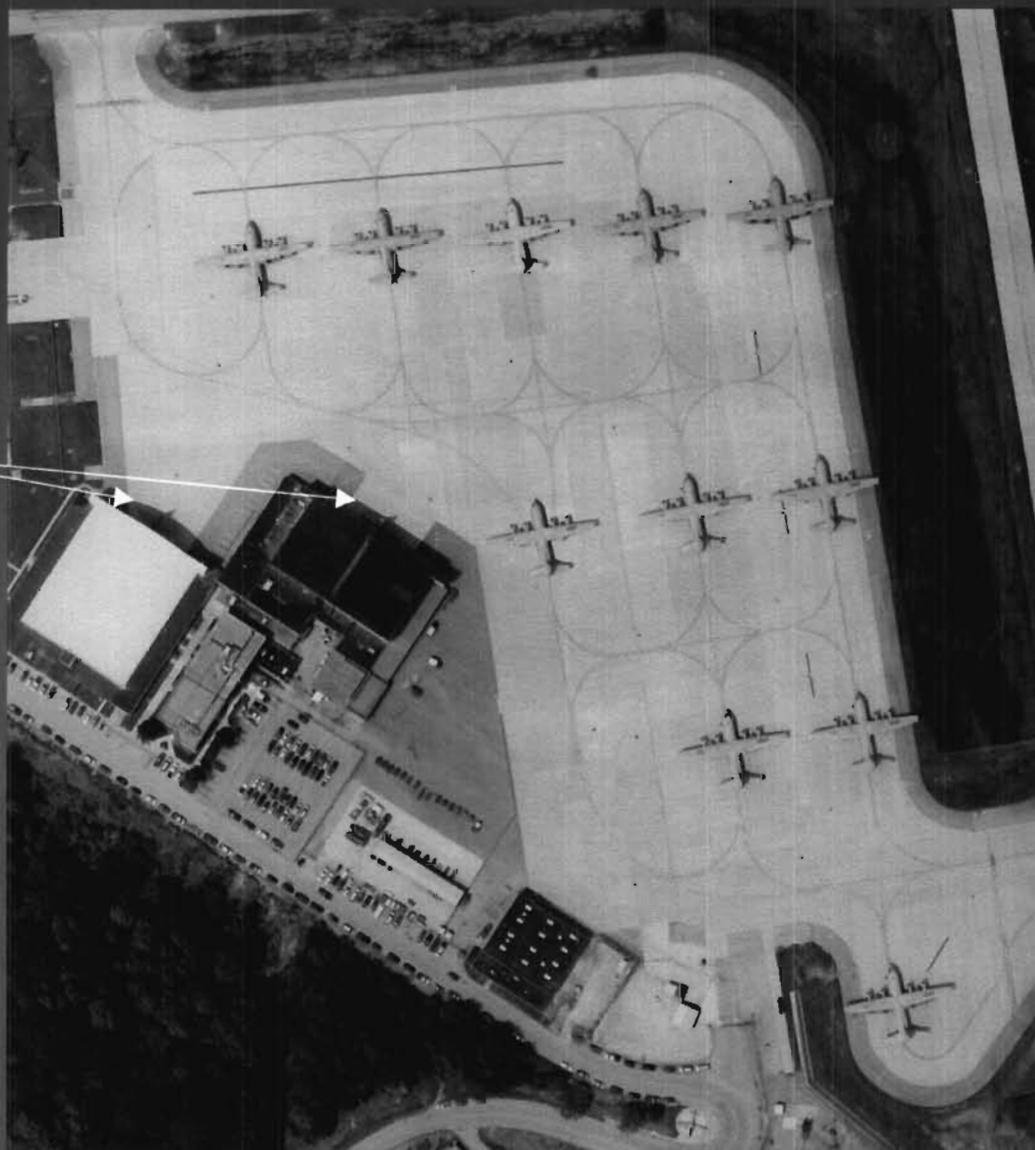


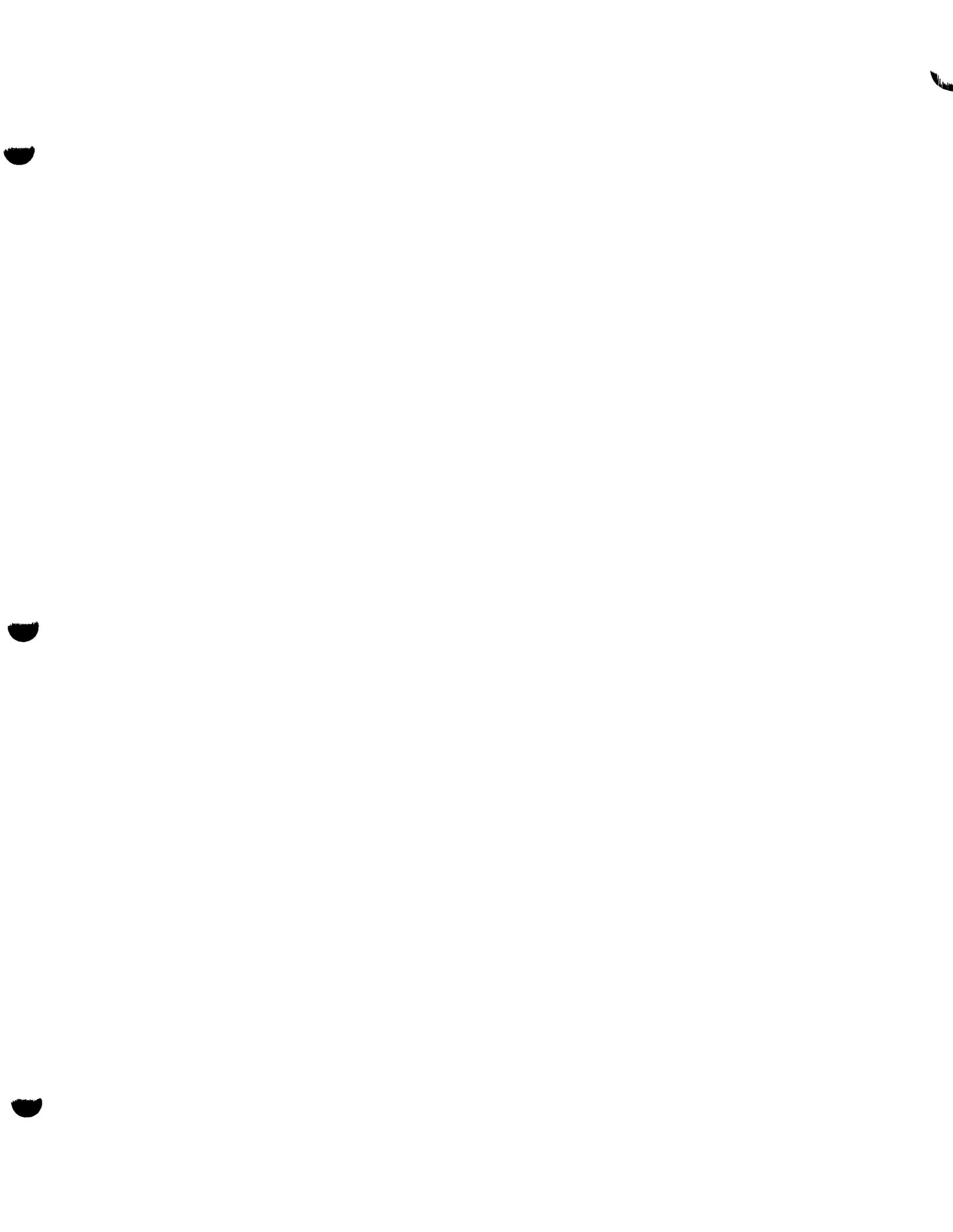
Source: Existing 130th Airlift Wing Apron
Parking Plan



Ramp Space

- 11 aircraft on the ramp
- 2 in the hangars







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Nashville, TN

New Cumberland, PA

New Orleans, LA

Pensacola, FL

Pittsburgh, PA

Shreveport, LA

State College, PA

Stroudsburg, PA

York, PA

August 5, 2005

Richard A. Atkinson, III
Airport Director
Central West Virginia Regional Airport Authority
100 Airport Road, Suite 175
Charleston, WV 25311-1080

Rick,

As requested we have completed our evaluation of the apron parking plan submitted to the Air National Guard by the local contingent, which outlined potential placement of C-130's.

We were requested to address two key issues: (1) Was the base plan information accurate? and (2) is it possible to park twelve C-130's on the existing apron with sufficient parking and maneuvering utilizing applicable FAA and military guidelines?

Buchart Horn, Inc. performed an analysis of the plan information and enlisted the services of Campbell and Paris, Inc. to perform the evaluation of the aprons relative to C-130 requirements.

Issue (1)

To corroborate the plan information, Buchart Horn, Inc. acquired the submitted plans from the local detachment. Buchart Horn, Inc. then acquired as-built drawings surveyed and documented by Woolpert, Inc. dated 6-13-2003. When the ANG parking plan drawings are overlayed with the Woolpert drawings both sets of drawings match; verifying that the base plan information is correct.

Further, Buchart Horn, Inc. acquired aerial mapping performed by the City of Charleston for the area in 1995. Overlays of these maps with the Air National Guard plans confirmed that the apron shown in the Air National Guard Briefed Parking Plan is indeed accurate.

Issue (2)

Campbell and Paris, Inc. evaluated the plans for compliance with the known FAA requirements for Yeager Airport and with the criteria provided by the Air National Guard. Campbell and Paris used "PathPlanner" software to evaluate possible solutions for 12 parking positions. They concur that 12 parking positions can be attained while meeting all of the criteria as provided by the 130th Air National Guard and by Yeager Airport relating to the current requirements of the airport, the FAA and the Air National Guard.

If you have any questions or require any additional information, please feel free to call.

Sincerely,

BUCHART-HORN, INC.

A handwritten signature in black ink that reads "William B. Keaton". The signature is written in a cursive style with a horizontal line at the end.

William B. Keaton, P.E.

Regional Manager



DCN: 3717

**BASE VISIT REPORT
YEAGER AIRPORT AGS, WV
June 13, 2005**

COMMISSION STAFF: Dave Van Saun, Brad McRee

LIST OF ATTENDEES: (see attached)

BASE'S PRESENT MISSION: To support operations related to the operation of (8) assigned C-130s in the Intra-theater airlift mission.

SECRETARY OF DEFENSE RECOMMENDATION:

Realign Yeager Airport Air Guard Station (AGS), West Virginia, by realigning eight C-130H aircraft to Pope/Fort Bragg to form a 16 aircraft active duty/Reserve associate unit, and by relocating flying-related expeditionary combat support (ECS) to Eastern West Virginia Regional Airport/Shepherd Field AGS (aerial port and fire fighters).

SECRETARY OF DEFENSE JUSTIFICATION:

Downsizing Pope Air Force Base takes advantage of mission-specific consolidation opportunities to reduce operational costs, maintenance costs and the manpower footprint. Active duty C-130s and A-10s will move to Little Rock (17-airlift) and Moody (11-SOF/CS) respectively, to consolidate force structure at those two bases and enable Army recommendations at Pope. At Little Rock, older aircraft are retired or converted to back-up inventory and J-model C-130s are aligned under the Air National Guard. Little Rock grows to become the single major active duty C-130 unit, streamlining maintenance and operation of this aging weapon system. At Pope, the synergistic, multi-service relationship will continue between Army airborne and Air Force airlift forces with the creation of an active duty/Reserve associate unit. The C-130 unit remains as an Army tenant on an expanded Ft. Bragg.

Yeager AGS cannot support more than eight C-130s. Careful analysis of mission capability indicates that it is more appropriate to robust the proposed airlift mission at Fort Bragg to an optimal 16 aircraft C-130 squadron, which provides greater military value and offers unique opportunities for Jointness.

MAIN FACILITIES REVIEWED: (Entire base – windshield tour)

Library Routing Slip 2005 BRAC Commission Materials
Title of Item: Base Visit Report
Institution or Community: Yeager Airport AGS, WV
Source: Commission Generated
Certified Material? YES NO
Analyst / Provider: Ashley Buzzell Date Received: 6/30/05

KEY ISSUES IDENTIFIED:

- * The base has a Civil Support Team (CST). This team is on call to be transported anywhere in the region to include the nation's capital. The Yeager based C-130s do this mission. Located in the state capital, the 130th also performs other state and federal emergency response missions.
- * The unit performed a detailed analysis of the DOD recommendation and provided the BRAC staff with a binder containing their findings.
- * The unit has much recent experience in the theater of operations overseas.
- * The unit has outstanding unit strength statistics in excess of 100%. Why they asked, were additional aircraft being sent to states that had a hard time filling the current slots available?
- * They anticipated significant impacts to Recruiting and Retention knowing there would be losses of experienced personnel because they would not follow the aircraft.
- * Another concern was the overall process of combining dissimilar models of the C-130, (H-2 and H-3)

INSTALLATION CONCERNS RAISED

- * Ramp space – The DOD recommendation states that the ramp is limited to (8) C-130s. The Wing Commander reports that the unit can park (12) C-130s now. (There were eleven there on the day of our visit.) According to their figures, with a \$3M ramp expansion they can park 16. The little-used secondary runway can be used for parking during surge operations.
- * The base is co-located with the Army National Guard allowing for Joint operations.
- * The base received no credit for hanger because it was built for fighters. Because of modifications (wall slots) it has contained the C-130 for over 25 years.
- * Even with the current scoring, the base scored higher than other units gaining aircraft.
- * The current lease expires in 2052.
- * Significant MILCON has been constructed since 1993.

COMMUNITY CONCERNS RAISED: (Did not meet with community)

REQUESTS FOR STAFF AS A RESULT OF VISIT:

- * Return for a visit with the Commission Chairman 24 June.

BRAC Briefing Entry Access List

13 June 2005

Guest List

BRAC Analyst

Mr. McRee
Mr. VanSaun

Governor Joe Manchin, III

(1) Staff member

Honorable Senator Robert C. Bryd

(2) Staff member

Honorable Senator Jay Rockefeller's representative Mr. Wes Holden

Honorable Nick Rahall

Honorable Allan B. Mollohan

Honorable Shelley Moore Capito

(1) Staff members

Mayor Danny Jones

(1) Staff member

West Virginia National Guard Adjutant Major General Allen E. Tackett

From the Air National Guard

BG Terry L. Butler Chief of Staff

(Ret) BG Virgil Wayne Lloyd, (prior) Chief of Staff

Col David T. Buckalew, State ESSO

Lt. Col Michael O. Cadle, State Public Affairs

Col. Timothy L. Frye, Wing Commander

(Ret) Col. William D. Peters (prior) Wing Commander

Col. Jerome M. Gouhin, Vice Wing Commander

Col. William T. Mitchell, MXG Commander

Lt. Col. Paige P. Hunter, MSG Commander

Lt. Col. Johnny M. Ryan, Jr., Air Ops Officer

Lt. Col. Randy D. Buckner, MXS Commander

Major David G. Rabel, Wing Executive Officer

Captain Kevin S. Ray, Intel Officer / Briefer

CCMsgt Dan Chandler, WV State Command Chief

CCMsgt Stephen M. McCollam, Wing Command Chief

From the Army National Guard

BG John E. Barnette, Asst. Adj. General

Col. William E. Aldridge, Chief of Staff

Col. Glen Diehl, Family Support Coord

Col. James A. Hoyer, OIC RAID-CST

**BASE VISIT REPORT
YEAGER AIRPORT AGS, WV
June 24, 2005**

LEAD COMMISSIONER: Chairman Principi

COMMISSION STAFF: Charles Battaglia, Dave Van Saur

LIST OF ATTENDEES: (see attached)

BASE'S PRESENT MISSION: To support operations related to the operation of (8) assigned C-130s in the Intra-theater airlift mission.

SECRETARY OF DEFENSE RECOMMENDATION:

Realign Yeager Airport Air Guard Station (AGS), West Virginia, by realigning eight C-130H aircraft to Pope/Fort Bragg to form a 16 aircraft active duty/Reserve associate unit, and by relocating flying-related expeditionary combat support (ECS) to Eastern West Virginia Regional Airport/Shepherd Field AGS (aerial port and fire fighters).

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Yeager AGS cannot support more than eight C-130s. Careful analysis of mission capability indicates that it is more appropriate to robust the proposed airlift mission at Fort Bragg to an optimal 16 aircraft C-130 squadron, which provides greater military value and offers unique opportunities for Jointness.

MAIN FACILITIES REVIEWED: (Entire base – windshield tour)

Library Reading Slip 2008 BRAC Commission Materials

Title of Item: Base Trip Report
 Institution or Community: Yeager Airport AGS WV
 Source: Commission Generated
 Certified Material? yes / no
 Analyst / Provider: Ashley Buzzele Date Received: 7/5/05

KEY ISSUES IDENTIFIED:

- * The base has a Civil Support Team (CST). This team is on call to be transported anywhere in the region to include the nation's capital. The Yeager based C-130s do this mission. Located in the state capital, the 130th also performs other state and federal emergency response missions.
- * The unit performed a detailed analysis of the DOD recommendation and provided the BRAC staff with a binder containing their findings.
- * The unit has much recent experience in the theater of operations overseas.
- * The unit has outstanding unit strength statistics in excess of 100%. Why they asked, were additional aircraft being sent to states that had a hard time filling the current slots available?
- * They anticipated significant impacts to Recruiting and Retention knowing there would be losses of experienced personnel because they would not follow the aircraft.
- * Another concern was the overall process of combining dissimilar models of the C-130, (H-2 and H-3)

INSTALLATION CONCERNS RAISED

- * Ramp space – The DOD recommendation states that the ramp is limited to (8) C-130s. The Wing Commander reports that the unit can park (12) C-130s now. (There were eleven there on the day of our visit.) According to their figures, with a \$3M ramp expansion they can park 16. The little-used secondary runway can be used for parking during surge operations.
- * The base is co-located with the Army National Guard allowing for Joint operations.
- * The base received no credit for hanger because it was built for fighters. Because of modifications (wall slots) it has contained the C-130 for over 25 years.
- * Even with the current scoring, the base scored higher than other units gaining aircraft.
- * The current lease expires in 2052.
- * Significant MILCON has been constructed since 1993.

COMMUNITY CONCERNS RAISED:

Community issues will be raised at the Regional Hearing on June 28, 2005.

REQUESTS FOR STAFF AS A RESULT OF VISIT: None

DCN: 4004

BRAC Briefing Guest List – Charleston, WV

24 June 2005

COMMISSION CHAIRMAN The Honorable Anthony J. Principi

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Mr. Terry Sauvain

Mr. Erik Raven

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Jason Forrester

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Honorable Allan B. Mollohan

Honorable Shelley Moore Capito

Robert Hammond

SECDAF SAVLL Major Santigo Vacca

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Col. Edward Muth, Training Officer**

**BG (Ret) Virgil Wayne Lloyd, Chief of Staff /Commander
Col. Melvin L. Burch, WV-ARNG FMO**

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Lt. Col. Sidney B. Jackson, MGD Commander

Lt. Col. Johnny Ryan Air Ops Officer

Lt. Col. Randy D. Buckner, MXS Commander

Major Mike Murphy, SFS Commander / Alt Briefer

Major David G. Rabel , Wing Executive Officer

Major Kevin S. Ray, Intel Officer / Briefer

CCMsgt Stephen M. McCollam, Wing Command Chief

SSgt Eugene Crist Audio Visual Tech

Col. (Ret) William D. Peters former Wing Commander

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BRAC Briefing Guest List – Charleston, WV

13 June 2005

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Wendy Morigi

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Honorable Shelley Moore Capito

Robert Hammond

SECDAF SAVLL Major Santiago Vacca

Major General Allen E. Tackett
General

West Virginia National Guard Adjutant

Library Reading Slip 2006 BRAC Commission Material

Title of Book: Attendance list from 13 June 05

Institution or Community: Yeager Airport A65 WV

Source: Commission Generated

Certified Material?

Analyst / Provider: Ashley Buzziell Date Received: 7/5/05

DCN: 4004

BG James B. Crawford, III, Asst Adj. for Air /Commander
Col. Edward Muth, Training Officer

BG (Ret) Virgil Wayne Lloyd, Chief of Staff /Commander
Col. Melvin L. Burch, WV-ARNG FMO

Col David T. Buckalew, State ESSO
Col. James A. Hoyer, OIC RAID-CST

Lt. Col Michael O. Cadle, State Public Affairs

Col. Timothy L. Frye, Wing Commander

Col. Jerome M. Gouhin , Vice Wing Commander

Col. Loda A Moore , OG Commander

Col. William T. Mitchell , MXG Commander

Lt. Col. Paige P. Hunter, MSG Commander

Lt. Col. Sidney B. Jackson, MGD Commander

Lt. Col. Johnny Ryan Air Ops Officer

Lt. Col. Randy D. Buckner, MXS Commander

Major Mike Murphy, SFS Commander / Alt Briefer

Major David G. Rabel , Wing Executive Officer

Major Kevin S. Ray, Intel Officer / Briefer

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June 24, 2005

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Morgantown, WV

Nashville, TN

New Cumberland, PA

New Orleans, LA

Pensacola, FL

Pittsburgh, PA

Shreveport, LA

State College, PA

Stroudsburg, PA

York, PA

Richard A. Atkinson, III
Airport Director
Central West Virginia Regional Airport Authority
100 Airport Road, Suite 175
Charleston, WV 25311-1080

Rick,

From the information we have obtained regarding the "C" rating system utilized by the Air National Guard, we can find no direct correlation between the actual condition of the hangars at the 130th Air National Guard and the "C-4" rating used on the "Installation and Facilities Readiness Report".

Further, the rating system appears to not take into account the ability of these facilities to fulfill their intended purpose for the next 20 years.

From our research, it appears that the "C" rating system is primarily based on the cost of replacement of these structures. The ratio is based upon a numerator which is the cost to replace the facilities. The replacement cost is inflated to reflect the construction cost possibly 20 years from now, so this number is quite large. The denominator that this number is divided by represents the current "value" of the existing facilities which has been depreciated over the life of the structure; in this case 35 and 50 years. Therefore the bottom number is very low. This equates to a high number, which results in the C-4 rating.

Hypothetically, if two bases had identical facilities in identical shape and one was contemplating replacing their facilities in the next 20 years and the other was not, then the two identical facilities would receive drastically different "C" ratings.

A more direct evaluation performed by the Air National Guard is their "Form 920-Space Use of Real Property" which lists the two hangars in the condition of 2 out of 5, which would indicate the facilities are in good working shape. A rating of 1 indicates the facilities are new and a rating of 5 indicates the facilities must be replaced.

Sincerely,

BUCHART-HORN, INC.

Michael M. Phillips, AIA

Project Architect

EVALUATION OF:

**HANGAR AND SUPPORT FACILITIES
BUILDINGS 107 AND 121
130TH AIR NATIONAL GUARD FACILITIES
YEAGER AIRPORT
CHARLESTON, WEST VIRGINIA**

**PERFORMED FOR:
THE CENTRAL WEST VIRGINIA
REGIONAL AIRPORT AUTHORITY**

PERFORMED BY:



**319 Washington, St W
Charleston, WV 25302**

June 13, 2005



June 24, 2005

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Hypothetically, if two bases had identical facilities in identical shape and one was contemplating replacing their facilities in the next 20 years and the other was not, then the two identical facilities would receive drastically different "C" ratings.

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Sincerely,

BUCHART-HORN, INC.

Michael M. Phillips, AIA

Project Architect



Building 107- Maintenance Hangar



Building 121 – Fuel Cell Hangar

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I. INTRODUCTION

Buchart-Horn, Inc. was hired by the Central WV Regional Airport Authority to perform an independent evaluation of two hangar structures and the support facilities within those structures. The structures are located at the 130th Air National Guard Unit at Yeager Airport. The two structures are Building 107, the Maintenance Hangar, and Building 121, the Fuel Cell Hangar. The evaluation was to include a visual inspection of the facilities to determine their current existing physical condition and to report on items discovered that require remediation.

A team was assembled of the staff of Buchart-Horn, Inc. including:

Michael M. Phillips, Architect
Jeffrey Kaminski, Structural Engineer
Michael Miller, Mechanical Engineer
Jeffrey Moreland, Electrical Engineer

The basis of review included general building industry standards, codes, life cycle information and cost information.

The team inspected the two facilities on June 10th and 11th of 2005 with the goal of delivering a report on June 13th. The inspection included viewing readily accessible areas, those areas that did not require demolition to view, as well as existing documentation of the two facilities. Given the time constraint and the magnitude of the facilities these inspections were not exhaustive and included only a partial viewing of similar areas to determine an average condition.

The following reports include the findings from these inspections.



II. ARCHITECTURAL EVALUATIONS

BUILDING 107 - AIRCRAFT MAINTENANCE HANGAR

circa 1949

Hangar - +/-26,437 s.f.

Shops/Offices/Support - +/- 15,000 s.f.

- 1) Roof:
 - a) Hangar: The roof of the main hangar (arched trussed area) is of painted corrugated steel. It has been fully cleaned, prepared, painted and caulked in the last year. It was reported that there is some water infiltration during high volume rain storms. This apparently occurs at the joints where one corrugated panel overlaps another, which should be repaired by applying caulking to the joint from the inside. Having just been painted this roof does not appear to require additional major maintenance for 10+ years, only minor maintenance caulking of joints due to expansion/contraction of panels.
 - b) Shops/Offices/Support: The roofs of these areas are low slope asphaltic felt roofs. They appear to have been patched within the last 4 months and are in decent shape. These roofs, if maintained properly should not require replacement for 6 to 10 years.

- 2) Perimeter walls:
 - a) Hangar: Vertical clerestory areas are of corrugated metal and single pane windows. The windows and metal are in good shape as by design they are shed by an overhang. The Hangar doors, though noisy, operated without flaw to allow the bucket truck to enter the hangar.
 - b) Shops/Offices/Support: Exterior walls are of painted block and are of decent shape with single pane windows. The overhang of the roof and gutter is sufficient but could be extended to provide better weather protection. As long as the exterior walls are painted and maintained this should not be an issue. These apparently have been painted in the last year.

- 3) Interior walls:
 - a) For both the hangar and the support spaces the interior walls are painted block and are in good condition with no visible signs of settlement or cracking.

- 4) Interior floors:
 - a) For both the hangar and the support spaces; all interior floors are slab on grade and are in good shape. No noticeable signs of settlement or cracking were observed. In the former shower area there were signs of former leak problems with a floor drain, but this appears to have been resolved.



- 5) Means of egress (fire exit requirements):
 - a) Signage is reflective and posted in proper areas. Could be upgraded to lighted signage but as an existing condition is not required.
 - b) Doors separating areas are metal doors dating to the 1940's which while not carrying a rated label should meet the requirements of labeled doors today.
 - c) The hangar and all of the perimeter shops and support spaces appear to have sufficient means of egress to the exterior with outlined exit paths taped in reflective yellow on the floor.

- 6) Latrine facilities:
 - a) The latrine and shower facility show signs of disrepair and should be modernized and upgraded.
 - b) There are also no facilities for females and this should also be remedied**.

- 7) ADA issues**:
 - a) Hangar currently is accessible with no improvements required.
 - b) Shop/Offices/Support: ADA latrine facilities need to be provided. All other components appear to meet requirements.

** If required for this military installation.

BUILDING 121 - FUEL CELL MAINTENANCE HANGAR

circa 1970

Hangar +/-20,397 s.f.

Shops/Offices/Support +/-25,130 s.f.

- 1) Roof:
 - a) Hangar: The roof of the hangar is a low sloped fully adhered EPDM membrane roofing sloped or tapered to drain. The roof appears to have been installed in the last 5 years. This roof shows no visible signs of problems. There is one small lower area near the hangar doors where a roof drain is partially clogged requiring. Typically EPDM roofs have a 15+year warranty and if maintained will last 20+ years.
 - b) Shops/Offices/Support: The roof of these areas is a low sloped fully adhered EPDM membrane roofing sloped or tapered to drain. There are ample walking pads to the various mechanical systems to reduce wear and tear. The roof appears to have been installed in the last 5 years. This roof shows no visible signs of problems. Typically EPDM roofs have a 15+year warranty and if maintained will last 20+ years.

- 2) Perimeter walls:
 - a) Hangar: Vertical areas above adjacent roofs are of block are in good shape, with only minor cracks. As long as the exterior walls are painted and maintained they should have many more years of life. They currently are in the process of being



- painted. The hangar doors reportedly operate without problems; day one they were closed and day two they were open.
- b) Shops/Offices/Support: Exterior walls are of painted block and painted metal over block and are of decent shape with single pane windows. These areas have sufficient drip flashing at the roof/parapet to allow sufficient weather protection as long as the walls are maintained and painted. These are in the process of being painted.
- 3) Interior walls:
- a) Hangar: Vertical areas above adjacent roofs are of block are in good shape.
 - b) Shops 1st floor: All walls are painted block and in excellent condition.
 - c) Offices/Classrooms 2nd floor: Most walls are painted drywall and in excellent condition the remaining walls are block and are in excellent condition.
- 4) Interior floors:
- a) Hangar: The floor is concrete slab on grade in excellent condition and the finish is a slip resistant urethane which is also in excellent condition.
 - b) Shops 1st floor: All floors are concrete slab on grade with various finishes from vinyl tile to sealed concrete. All are in excellent condition.
 - c) Offices/Classrooms 2nd floor: Floors are of concrete slab on metal decking with various finishes and are in excellent condition.
- 5) Means of egress (fire exit requirements):
- a) Signage is illuminated exit signage and posted in proper areas.
 - b) No visible deficiencies were noted for means of egress components from 1st or 2nd floor areas.
- 6) Latrine facilities:
- a) There are less female latrine facilities than male facilities on the first floor and second floor. Modern codes require equal to male facilities**.
 - b) There appear to be no separate female showering facilities on the 1st floor**.
- 7) ADA issues**:
- a) The Hangar and all first floor areas utilized for aircraft maintenance are accessible except for modifications necessary to restroom and locker facilities.
 - b) The second floor is inaccessible. If required to be, an elevator and modified restrooms are required.

ARCHITECTURAL SUMMARY

The only areas that appear to be non-compliant are latrine facilities and ADA issues both as they pertain to the latrines and the second floor of building 121. The latrine issues are addressed in Section IV Plumbing and Mechanical Systems, therefore the only additive architectural item for codes would be an elevator to access the second floor of building 121. If required this would cost approximately \$50,000.



III. STRUCTURAL EVALUATIONS

BUILDING 107 - AIRCRAFT MAINTENANCE HANGAR

The structural inspection for this building was performed in the aforementioned cursory nature and focused on the primary structural components in order to identify any deficiencies. The main hangar was accessible by means of a bucket truck provided by National Guard staff. The perimeter 1-story rooms were visually accessible from the ground and were, for the majority, unobstructed from view with the exception of ceiling panels which were moved to examine the structure where this was present.

The main hangar consists of curved structural steel trusses that bear on a concrete system of columns and beams that provide for restraint of the vertical and thrusting loads induced by the trusses at their base. The perimeter rooms are also concrete framed with concrete block infill walls and act integrally with the main hangar concrete supports to support the previously explained forces. A few newer 1-story additions have been added to the perimeter of the hangar and consist of modern typical steel construction comprised of k-series joist, wide flange girders, and wide flange columns.

In general, the building is in good to very good condition.

The steel trusses show no signs of deterioration due to typical reasons such as water infiltration, impact from an exterior source, or age.

The curtain walls oriented on the East and West of the structure show signs of earlier water infiltration by means of rusting wall purlins, however, the deterioration is minor and of no current structural concern.

The lateral bracing that resists horizontal wind forces while appearing sound shows signs that 50 years of wind forces may have loosened the bolts that support threaded cross brace rods.

The concrete supporting both the trusses as well as in the perimeter rooms shows no signs of excessive stress by means cracking due to shear or bending forces. Also note that no sign of water infiltration or original improper reinforcement placement is evident by means of spalling or discoloration of any kind.

The concrete block exterior infill walls also showed no signs of excessive stress.

Note that while foundation concerns are much harder to determine with a cursory inspection, we were unable to notice any discernable foundation problems from typical tell-tale signs on the superstructure by means of noticeable settlement, cracking, or frost-heaving.

The only immediate structural concern occurs in the newer steel joist roof framed areas around the perimeter of the hangar. We performed structural calculations due to a suspicion that the joists were under-designed and determined that the current 10K1 joists provided in a few of these areas are under-designed by approximately 50% based on current building code required snow drift loading. This is easily remedied with the addition of new joists in-between the existing joists to add additional capacity to the structure.

BUILDING 121 - FUEL CELL MAINTENANCE HANGAR

The structural inspection for this building was performed in the aforementioned cursory nature and focused on the primary structure in order to identify any deficiencies. The main hangar was accessible by means of a bucket truck provided by National Guard staff. The perimeter 1-story rooms were visually accessible from the ground and were, for the majority, unobstructed from view with the exception of ceiling panels which were moved to examine the structure where this was present.

The main hangar consists of structural steel trusses that are supported by steel wide flange columns. Lateral bracing for the structural consists of steel angle cross braces that in turn transmit the wind force loading to the cmu walls around the perimeter of the structure. The perimeter rooms are steel framed consisting of wide flange beams, girders, and columns. A few newer 1-story additions including an exterior canopy has been added to the perimeter of the hangar and consist of a modernly typical steel construction comprised of k-series joist, wide flange girders, and wide flange columns.

In general, the building is in good to very good condition.

The steel trusses, curtain walls, and lateral braces show no signs of deterioration due to typical reasons such as water infiltration, impact from an exterior source, or age.

The concrete block exterior shear walls also showed no signs of excessive stress with the exception occurring along the top course in multiple areas by means of block that has started to crush due to the constant deflection of the structural frame over time without any original allowance for normal service life deflections typical to steel structures. This is however of no immediate structural concern.

Note that while foundation concerns are much harder to determine with cursory inspection, we were unable to notice any discernable foundation problems from typical tell-tale signs on the superstructure by means of noticeable settlement, cracking, or frost-heaving.



The only immediate structural concern occurs in the newer steel joist roof framed areas around the perimeter of the hangar. We performed structural calculations due to a suspicion that the joists were under-designed and determined that the current 10K1 joists provided in a few of these areas are under-designed by approximately 50% based on current building code required snow drift loading.

SUMMARY

Both buildings are in good to very good condition and are completely sound structurally. As long as they are maintained properly, which they have been, they should be able to fulfill their function for at least another 20 years.

Code and immediate upgrade issues

1. Tighten and tack weld threaded cross brace to bolts (107) \$500
2. Snow loading additional steel to design and construct fifteen new 10K1 joists for under-designed areas of new perimeter room (107 & 121) \$5000

Maintenance/Life cycle issues

3. Sandblast and epoxy paint rusted curtain wall purlins (107) \$2500



IV. PLUMBING AND MECHANICAL EVALUATION

BUILDING 107 - AIRCRAFT MAINTENANCE HANGAR

- 1) Plumbing
 - a) Water Service and Distribution
 - i) 155 psig pumped service with backup from Yeager Airport system
 - ii) Cast iron water pipe in fair condition without back flow prevention piped to fixtures and equipment. No reported flow inadequacies.
(1) Recommendation #1 – insert back flow preventor \$10,000
 - iii) A few isolated valves and elbows are covered with suspect hazardous materials, which appears to be decades old.
(1) Recommendation #2 – test material & remove any found to be hazardous. \$5,000
 - iv) Summary -Appears to be in fair condition, operating, and fulfilling current needs.
 - b) Domestic Hot Water
 - i) Residential type water heater in fair condition.
 - ii) Appears to be in fair condition, operating, and fulfilling current needs.
 - c) Sanitary Sewer
 - i) Under ground cast iron piping and fittings discharging to under ground collection.
 - ii) Portions of piping developed leaks and floor opened and the pipe replaced.
 - d) Storm Water
 - i) Gutter and down spout collected in underground boots discharging through piping to grade.
 - ii) Appears to be in good condition, operating, and fulfilling current needs.
 - e) Natural Gas Service and Distribution
 - i) Underground service extended in 1989 to regulators.
 - ii) Steel piping serving radiant heaters.
 - iii) Appears to be in good condition, operating, and fulfilling current needs.
 - f) Compressed Air
 - i) Galvanized steel piping with regulators, hose reels, and quick connection fittings.
 - ii) Two electrically driven air compressors, one old and one a few years old.
 - iii) Appears to be in fair condition, operating, and fulfilling current needs.

- g) Plumbing Fixtures and Equipment
 - i) Emergency Eye washers in hangar area Appears to be in fair condition, operating, and fulfilling current needs.
 - ii) Emergency shower in battery area which is elevated in a shower enclosure that is. Appears to be in poor condition, not easily accessible but operating, and not fulfilling current needs.
(1) Recommendation #3 – replace with current standard device. \$2,000
 - iii) Plumbing fixtures are currently non-compliant and showing wear.
(1) Recommendation #4 – upgrade Latrines \$15,000
- 2) Fire Protection
 - a) Water Supply
 - i) 200,000 gallon storage supplemented by 330,000 gallon storage from Yeager.
 - ii) Storage replenished by treated municipal water pumps at a rate greater than peak flow demand
 - iii) Appears to be in good condition, operating, and fulfilling current needs.
 - b) Fire Service
 - i) Underground through Post Indicator Valves PIV
 - ii) Yard Hydrant adjacent to Fire Department connection.
 - iii) Appears to be in good condition, operating, and fulfilling current needs.
 - iv) Automatic Sprinklers –None
(1) Recommendation #5 – provide sprinklers in storage rooms greater than 100 Square foot in area. \$5,000
 - c) Fire Hose
 - i) Local valve and hose connections spaced at perimeter of hangar.
 - ii) Appears to be in fair condition, operating, and fulfilling current needs.
 - d) Foam Fire Suppressing System
 - i) Newer system installed approximate 1989.
 - ii) Foam equipment in remote room interlocked to rate of heat detectors.
 - iii) Four Automated oscillating foam nozzles around aircraft location.
 - iv) Not total flooding type.
 - v) Appears to be in good condition, operating, and fulfilling current needs.
- 3) Heating, Ventilating, and Air Conditioning
 - a) Building heating
 - i) Gas fired radiant tubes and deflector system in hangar and adjacent spaces.
 - ii) A few fire tubes are oxidized.
 - iii) Appears to be in fair condition, operating, and fulfilling current needs.



- b) Exhaust
 - i) None in latrine area
 - (1) **Recommendation #6 – provide make-up and exhaust fans and ductwork \$7,500**

- c) Ventilation
 - i) None in Hangar area
 - (1) **Recommendation #7 – provide make-up air units and ducted low exhaust \$100,000**

- d) Fume Exhaust
 - i) Fume Hood in Battery area.
 - ii) Appears to be in fair condition, operating, and fulfilling current needs.

- e) Air Conditioning
 - i) Window air conditioners in support areas such as shops and offices.
 - (1) **Recommendation # 8 – replace with ducted HVAC system \$ 15,000**
 - ii) Appears to be in fair condition, operating, and fulfilling current needs.

- f) Fire Alarm Interface
 - i) Interlocked to remote fire station.
 - ii) Appears to be in good condition, operating, and fulfilling current needs.

BUILDING 121 - FUEL CELL MAINTENANCE HANGAR

- 1) Plumbing
 - a) Water Service and Distribution
 - i) 155 psig pumped service with backup from Yeager Airport system
 - ii) Cast iron water pipe in good condition without back flow prevention piped to fixtures and equipment. No reported flow inadequacies.
 - (1) **Recommendation #9 – insert back flow preventor \$10,000.**
 - iii) Appears to be in good condition, operating, and fulfilling current needs.

 - b) Domestic Hot Water
 - i) Residential type water heater in good condition.
 - ii) Appears to be in good condition, operating, and fulfilling current needs.

 - c) Sanitary Sewer
 - i) Under ground cast iron piping and fittings discharging to under ground collection.
 - ii) Appears to be in good condition, operating, and fulfilling current needs.

 - d) Storm Water
 - i) Roof Drains collected in underground boots discharging through piping to grade.

- ii) Appears to be in good condition, operating, and fulfilling current needs.
- e) Natural Gas Service and Distribution
 - i) Underground service
 - ii) Steel piping serving roof top heaters.
 - iii) Appears to be in good condition, operating, and fulfilling current needs.
- f) Compressed Air
 - i) Galvanized steel piping with regulators, hose reels, and quick connection fittings.
 - ii) Two small electrically driven air compressors,
 - iii) Appears to be in good condition, operating, and fulfilling current needs.
- g) Plumbing Fixtures and Equipment
 - i) Emergency Eye washers in hangar area
 - ii) Appears to be in good condition, operating, and fulfilling current needs.
- h) Plumbing fixtures in adjacent support area
 - i) Appears to be in good condition, operating, and fulfilling current needs.
- i) Fire Protection
 - i) Water Supply
 - ii) 200,000 gallon storage supplemented by 330,000 gallon storage from Yeager.
 - iii) Storage replenished by treated municipal water pumps at a rate greater than peak flow demand
 - iv) Appears to be in good condition, operating, and fulfilling current needs.
- j) Fire Service
 - i) Underground through Post Indicator Valves PIV
 - ii) Yard Hydrant adjacent to Fire Department connection.
 - iii) Appears to be in good condition, operating, and fulfilling current needs.
- k) Automatic Sprinklers
 - i) N/A
- l) Fire Hose
 - i) Local valve and hose connections spaced at perimeter of hangar.
 - ii) Appears to be in good condition, operating, and fulfilling current needs.
- m) Foam Fire Suppressing System
 - i) Foam equipment in remote room interlocked to rate of heat detectors.
 - ii) Four Automate occilating foam nozzles around aircraft location.
 - iii) Not total flooding type.
 - iv) Appears to be in good condition, operating, and fulfilling current needs.



- 2) Heating, Ventilating, and Air Conditioning
 - a) Building heating
 - i) Gas fired roof top air handling units with ducted supply high in Hangar. Appears to be in good condition, operating, and fulfilling current needs.
 - b) Exhaust
 - i) In Hangar and adjacent support areas.
 - ii) Appears to be in good condition, operating, and fulfilling current needs.
 - c) Ventilation
 - i) Low floor-skimming type in Hangar area for general exhaust.
 - ii) Appears to be in good condition, operating, and fulfilling current needs.
 - d) Fume Exhaust
 - i) Flexible ducts and exhaust system for fume ventilation of fuel cells.
 - ii) Appears to be in good condition, operating, and fulfilling current needs.
 - e) Air Conditioning
 - i) Roof top DX air handling type in support areas such as Latrines, lockers, shops and offices.
 - ii) Appears to be in good condition, operating, and fulfilling current needs
 - f) Fire Alarm Interface
 - i) Interlocked to remote fire station.
 - ii) Appears to be in good condition, operating, and fulfilling current needs.

SUMMARY

The plumbing, fire protection and hvac systems (with preventative maintenance) have the potential to perform for at least an additional 15 years.

Code and immediate upgrade issues

#1	Backflow Bldg 107	\$10,000
#2	Asbestos Bldg 107	\$5,000
#3	Emerg. Shower Bldg 107	\$2,000
#5	Storage Rm Sprinkler Bldg 107	\$5,000
#7	Hangar makeup air Bldg 107	\$100,000
#9	Backflow Bldg 121	\$10,000

Maintenance/Life Cycle issues

#4	Upgrade latrines Bldg 107	\$15,000
#6	Latrine exhausts Bldg 107	\$7,500

Convenience

#8	Ducted A/C in shops Bldg 107	\$15,000
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V. ELECTRICAL EVALUATION

WEST VIRGINIA AIR NATIONAL GUARD HANGAR FACILITIES ELECTRICAL SYSTEMS EVALUATION

The evaluation was limited to the electrical systems associated with the Maintenance Hangar (Bldg. 107) and the Fuel Cell Hangar (Bldg. 121). The following criteria and scope served as the basis of the evaluation:

Basis of Evaluation

- Visual Inspection (equipment condition, nameplate information, circuit and equipment labels, etc.)
- Interview of maintenance and supervisory personnel
- Review of drawings from original design and subsequent renovations
- Review of facility master planning and related documents
- Review of 2003 and d 2004 facilities assessment reports (Installation Readiness Reports) and related documents

Evaluation did not include:

- Measurements of Line to Ground or Line to Line Voltages
- Measurements of Line, Ground or Neutral Conductor currents
- Measurements of Lighting Levels
- Existing single-line diagrams (unavailable)
- Internal examination of equipment requiring tools or keys for opening

Electrical Systems Inspected:

- Utility Service Transformers
- Main distribution Equipment
- High Bay Lighting
- Interior/Exterior Lighting
- IR Radiant Heating Systems
- Machine Tool Equipment
- Test Stand Equipment
- 400Hz Ground Power Generation Units
- Emergency Power Generation Units

Both buildings are supplied from a single utility pole with dual risers feeding underground service lateral conductors. These lateral conductors serve three large utility owned pad-mounted transformers located inside a fenced-in area between the Communications building and the Maintenance Hangar, each with its own enclosure for internal metering and connection equipment. The site is thus well positioned for any future increase in power requirements.

Maintenance Hangar Electrical Evaluation

Building 107 is older (built in the 1940's) but its electrical systems appear to be of more recent vintage (1960's style equipment). The primary distribution within the building is a 208/120V 4-Wire, 3-Phase system served from a 1600A main distribution panel (GE AV-Line with 1600A main disconnect) located in the sheet metal shop and fed from one of the utility transformer. This panel in turn feeds a 63 KVA 400HZ Ground Power unit and the majority of the other distribution panels in the building (none of these circuits were labled). There is also a single 480V Panel present in this room whose source was not readily apparent, but seemed to have its own feed from outside the building (perhaps directly from the transformer pad). Although these panels were observed to be in fair condition, the breakers are nearing their useful life. Consideration should be given to updating these main distribution panels at some point in the near future. Feeder, sub-feeder and branch circuit conductors are all enclosed in conduits and their condition could not be visually observed.

Fuel Cell Hangar Electrical Evaluation

Building 121 is somewhat newer (built in the 1970's) with what appear to be the original electrical systems and equipment. The primary distribution within the building is a 208/120V 4-Wire, 3-Phase system served from a 1200A main switchboard (Square-D I-Line HCWM with 1200A main breaker) located in the "boiler room". This switchboard serves the majority of the other lighting and power distribution panels in the building as well as two Air Compressors (300A), the Avionics bus duct system and a small motor control center (90A). The switchboard is fed from a 300 KVA floor-mounted transformer also located in the boiler room. This transformer is fed from an 800A 480/277V 4-Wire, 3-Phase Main Distribution Panel used as the building's primary service entrance equipment fed directly from the utility transformers. This 480V panel also feeds several roof-top HVAC units along with a 63KVA 400 HZ Ground Power unit. All of this distribution equipment is in good condition and is not in need of replacement in the near future.

The boiler room has a single entrance. The 2005 National Electric Code requires that all electrical rooms containing distribution equipment of 1200A or greater must have two entrances – one on each side of the equipment. This safety requirement is designed to ensure servicing personnel a means of escape in the event of a fire without being trapped. In order to meet this requirement, a metal fire-door can be installed on the wall between the 1200A switchboard and the 480V Main distribution panel. This door would lead into the adjacent room. All other clearance requirements are being met.

Emergency Power

A single 52A 208/120V stand-by diesel generator located outside the front of Bldg. 107 was observed to be supplying power to the 2nd Floor offices of Bldg. 121. A second



identical generator was observed between buildings 107 and 121 and appeared to be serving the rear areas of Bldg. 121. These generators are not connected to a transfer switch and must be started manually. Thus, it seems the majority of the Hangar spaces (both buildings) and all of building 107 are not backed up with stand-by power and cannot operate during a power outage. This includes both the interior (high-bay and shop areas) and exterior lighting for both hangars. The existing generators could be replaced with a single generator (250 or 300KW, 208/120V, 3-Phase, 4-Wire Diesel unit) to allow operation of all critical systems during the event of an outage.

Grounding and Lightning Protection

Visual inspection appeared to confirm that the service entrance equipment of both hangars was grounded in accord with NEC (National Electric Code) requirements. In addition, both buildings were observed to have lightning rods affixed to the roofing structure although lightning arrestors could not be located. In conversations with supervisory personnel, it was indicated that a lightning protection system upgrade has been identified in previous building evaluations. Such a system is required by the Air Force AFM 88-9 regulation governing lightning and static electricity protection. A proposal and cost estimate have been received by an authorized manufacturer in accord with this regulation.



Summary of Evaluations

The following table summarizes the results of the electrical system evaluation:

Equipment	Evaluation	Recommendation	Cost	Schedule
Main Distribution Equipment (Bldg. 107)	Fair	Replace	\$15,000	5-10 yrs
Main Distribution Equipment (Bldg. 121)	Good	The equipment is in good condition, however current code requires the installation of a second exit door.	\$2,000	0-5 yrs
IR Radiant Heating	Fair	Several of the heating elements are exhibiting excessive corrosion and should be replaced individually as required	\$7,000	0-5 yrs
High-Bay Lighting Systems	Good	None	-	-
Interior Lighting Systems	Fair	Consider upgrading existing magnetic ballasts to electronic for energy efficiency	\$25,000	0-5 yrs
Emergency Power	Poor	Upgrade. Existing generators are insufficient to operate these facilities during a power outage (estimate includes single generator serving both buildings)	\$90,000	0-5 yrs
Grounding and Lightning Protection	Fair	Upgrade to meet Air Force regulations (estimate includes buildings 107, 111 and 121 also)	\$240,000	0-5 yrs

Following through on these recommendations will extend the useful life of these facilities beyond the current programming horizon, which we understand to be 2012.



VI. SUMMARY OF CONDITIONS AND RECOMMENDATIONS

Condition

Both of the hangars and their respective support spaces have been extremely well maintained and are in good to very good condition.

Adaptability

Both buildings can readily be added to or modified to accommodate future expansion, modernization and adaptations.

Building 107 Hangar. The hangar can be readily expanded to the West (door side) to increase the depth of the facility. Doing so will reduce the apron out front. The main limitation of this facility is it's width which according to plans is approximately 145'-0" clear between columns and up to the springline of the arches which occurs at +/- 12' above the finished floor. The width then narrows as the arches taper in above this point giving differing clearances depending upon the elevation of the aircraft wing above grade.

Building 107 Support Facilities: To accommodate more shop space or office space these facilities could be expanded in many ways:

- If the hangar were extended to the West, then these facilities could also be extended to the West.
- These facilities could be extended on the ground floor approximately 30 feet to the East to the edge of Commando Road.
- The extension to the East could be a 2 story addition to move the offices residing in the existing hangar shop space.
- A second floor could be added over top of the existing shops and support spaces. These 2nd floor areas could be office, restrooms, locker rooms or storage facilities

Building 121 Hangar: The hangar can be readily expanded to the West (door side) to increase the depth of the facility. Doing so will reduce the apron out front. The main limitation of this facility is also it's width which according to plans is 150'-0" at the doors and approximately 165' inside walls.

Building 121 Support Facilities: These areas can also be expanded and adapted in many ways:

- If the hangar were extended to the West, then these facilities could also be extended to the West.
- These facilities could be extended on multiple floors to the North, but doing so will limit the apron.
- Additional floors could potentially be added over top of the existing shops and support spaces.



Noted areas of improvement:

The chart below gives an approximate magnitude to the items discovered to potentially be deficient.

Column One addresses issues specific to these particular structures; issues that are mostly due to the age of the facilities and how they were constructed.

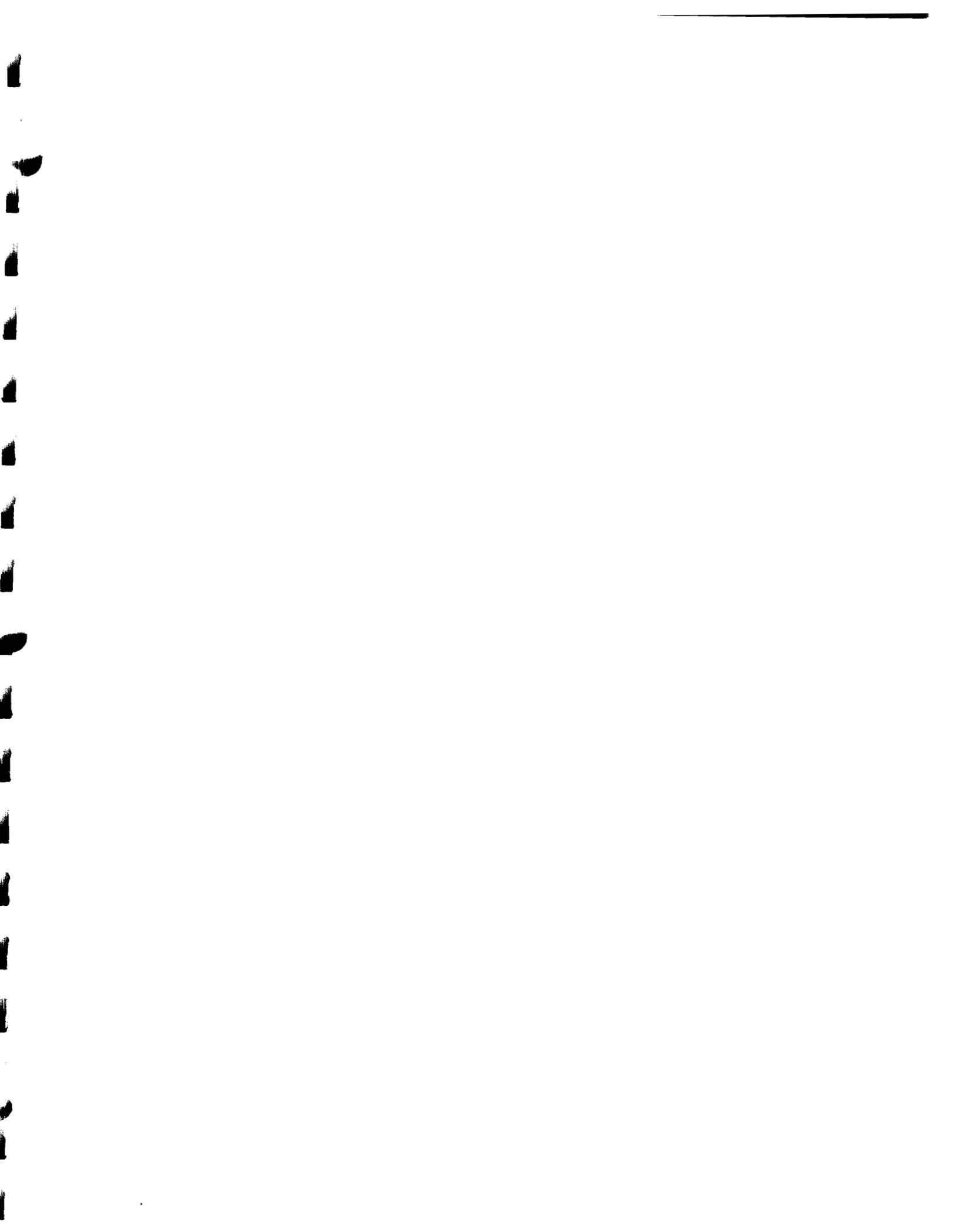
Column Two addresses items found in the existing facility that would cost the same if building new facilities at this time.

Column Three lists maintenance and life cycle costing issues that typically are budgeted into every building.

Column Four items are those items deemed to be optional because they deal with convenience or comfort.

AGGREGATE VALUES FOR ITEMS DISCOVERED

	Code Issues Existing Only	Code Issues New or Existing	Maintenance Issue	Optional Issues
Architectural				
121 ADA Elevator		\$ 50,000.00		
Structural				
107 Tighten and tack weld cross brace	\$ 500.00			
107 Additional roof steel for snow load	\$ 5,000.00			
107 Epoxy paint curtain wall purlins				\$ 2,500.00
Plumbing, Fire, HVAC				
107 Backflow preventor		\$ 10,000.00		
107 Asbestos testing/abatement	\$ 5,000.00			
107 Emergency shower		\$ 2,000.00		
107 Latrines			\$ 15,000.00	
107 Storage areas sprinklers	\$ 5,000.00			
107 Latrine exhausts & makeup air			\$ 7,500.00	
107 Hangar ventilation		\$ 100,000.00		
107 A/C shops & offices				\$ 15,000.00
121 Backflow preventor		\$ 10,000.00		
Electrical				
107 Main Distribution equipment			\$ 15,000.00	
121 Main Distribution equipment			\$ 2,000.00	
107 IR Radiant Heating			\$ 7,000.00	
107 Interior Lighting Systems				\$ 25,000.00
both Emergency Power ***		\$ 90,000.00		
both Grounding and Lightning Protection		\$ 240,000.00		
Total Code Items specific to existing facilities	\$ 15,500.00			
Total Code Items necessary for New or Existing		\$ 502,000.00		
Total Maintenance Items			\$ 46,500.00	
Total Optional Items				\$ 42,500.00



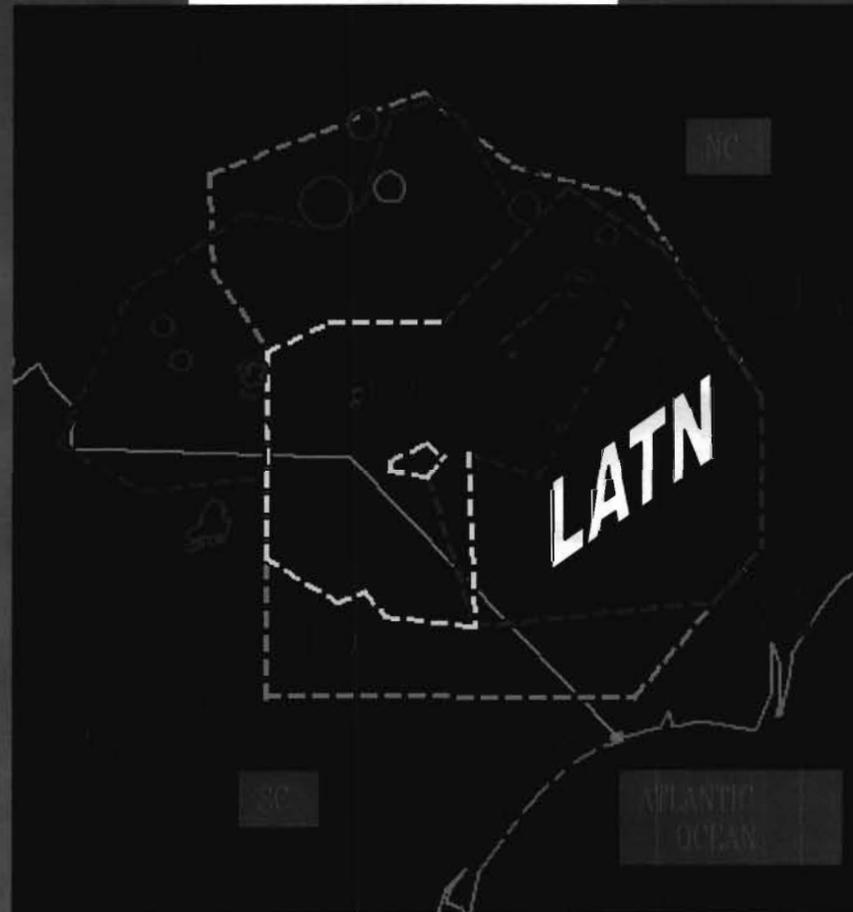




Pope AFB Airspace Restrictions

Pope AFB Low Altitude Navigation Training Boundary

- 11,000 square miles of low level training area filled with restrictions
 - Corridors



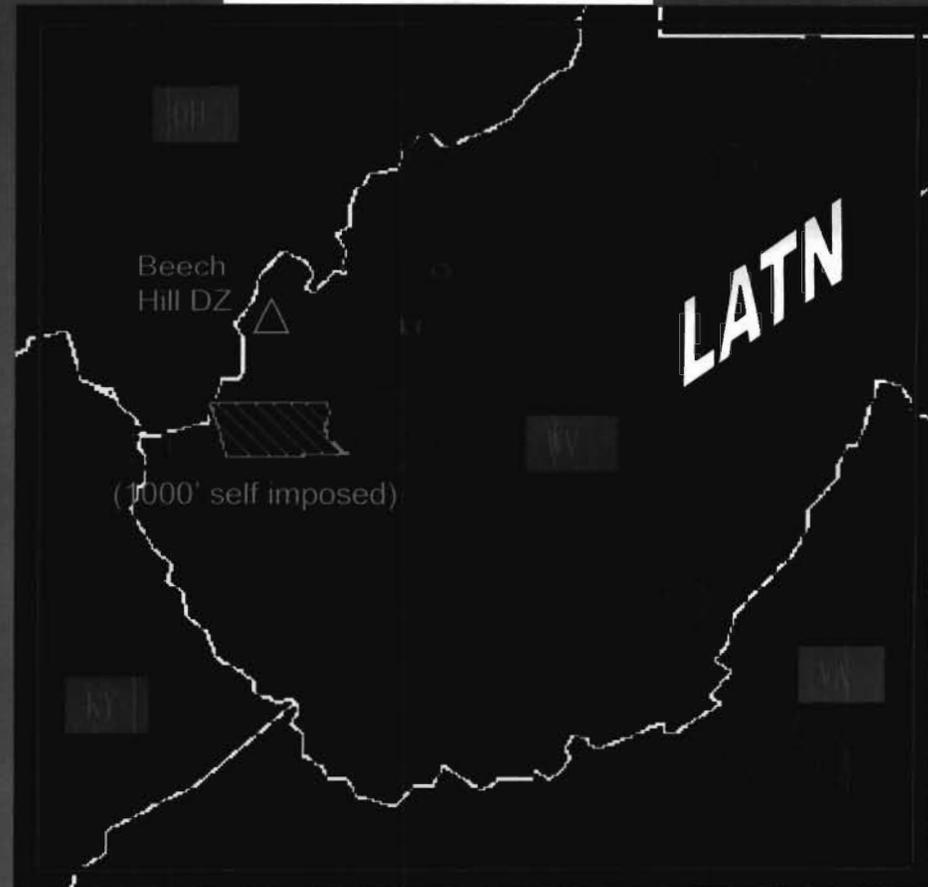
Source: Pope AFB TAC Flimsy; FalconView Data



Yeager AGS Airspace Restrictions

**130 AW Low Altitude
Navigation Training
Boundary**

- Over 26,000 square miles of low level training area with minimal restrictions
- Criterion #2 focused on Military Training Routes (MTRs)
 - Visual/Instrument VR/IR routes



Source: 130AW Local Training Area Restrictions; FalconView Data





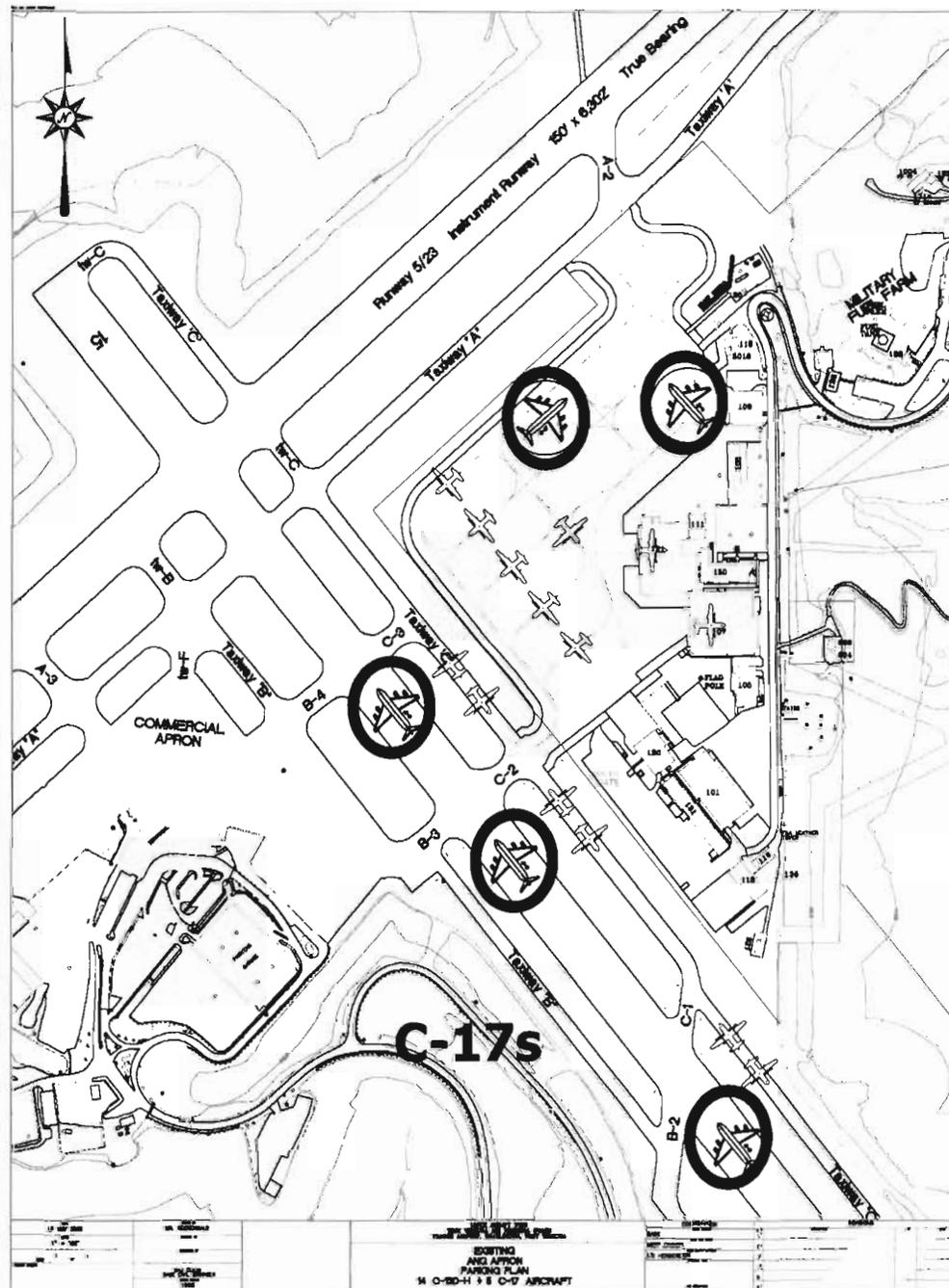
130th Airlift Wing Surge Capacity





Example of
Yeager AGS
C-17 surge
capacity

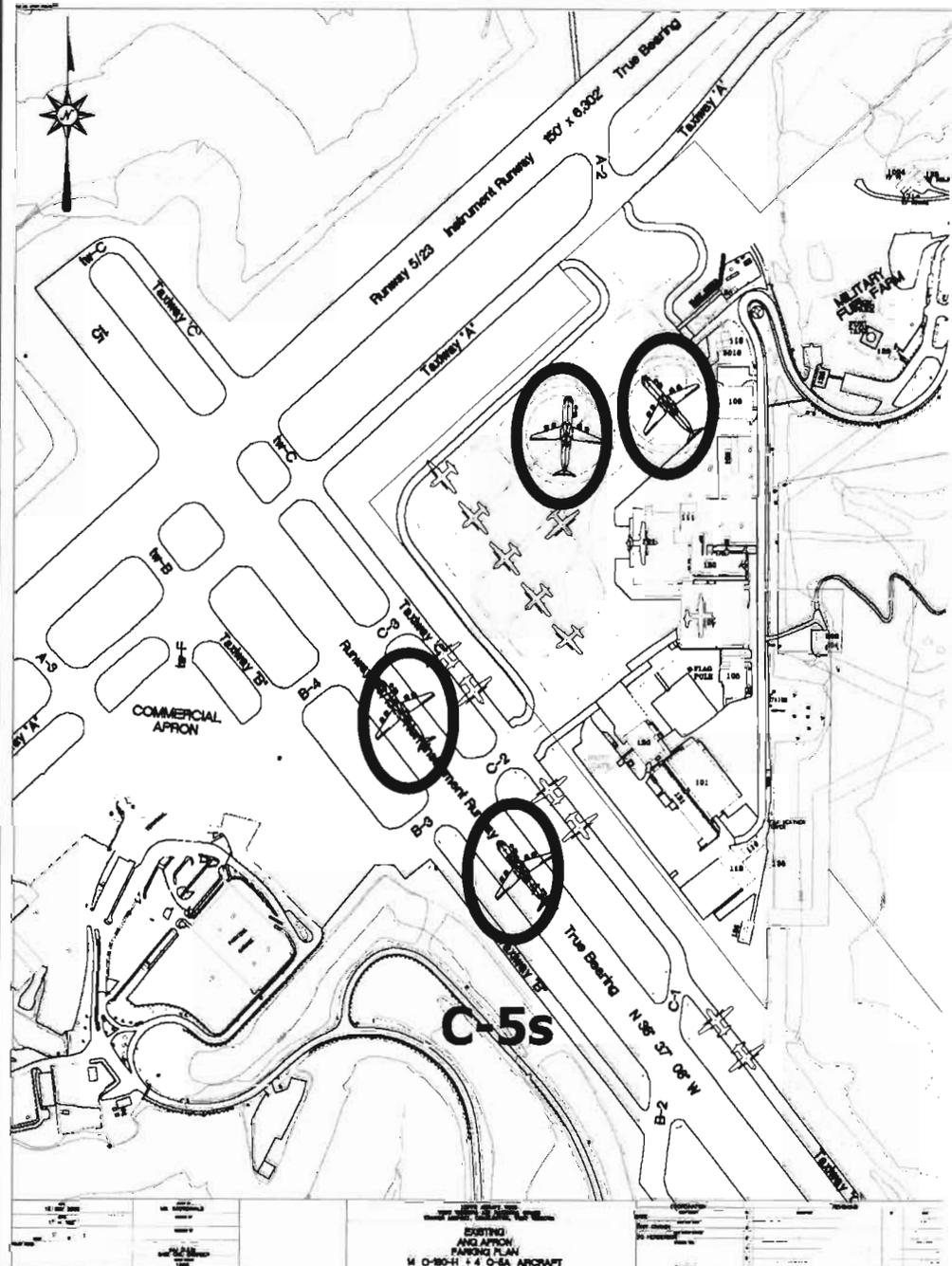
BRAC CRITERION #3



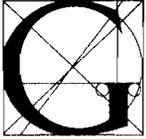


- Example of Yeager AGS C-5 surge capacity
- Infrastructure to support 12 aircraft yet significant surge capacity at no additional cost

BRAC CRITERION #3







GRA, Incorporated

Economic Counsel to the Transportation Industry

Economic Review of BRAC Recommendations Impacting Yeager Air Guard Station

August 10, 2005

Prepared for:

Yeager Airport
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Prepared by:

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This document provides an economic review of the proposal to realign the 130th Airlift Wing at Yeager Airport Air Guard Station (AGS), which is part of the Air Force's larger proposal to realign Pope Air Force Base in North Carolina under the 2005 Base Realignment and Closure (BRAC) recommendations. The Air Forces proposes to relocate 8 C-130H-3 aircraft from the 130th Airlift Wing ANG at Yeager Airport to Pope AFB. In addition, flying-related expeditionary combat support (ECS) personnel would be moved to the 167th Airlift Wing at Shepherd Field AGS at the Eastern West Virginia Regional Airport; non-flight-related ECS elements would remain at Yeager. Under these proposed realignments, the Air Force projects that the 130th Airlift Wing at the Yeager AGS would lose 27 military and 129 civilian personnel.

In GRA's study various analytical tools were used in the process of analyzing and developing scenarios that ultimately became part of the BRAC recommendations. Of particular interest is the Cost of Base Realignment Actions (COBRA) model, which is used to compute economic costs and benefits for each recommendation. The Pope realignment scenario is one of the 222 final BRAC recommendations that were analyzed using the COBRA model.

Here we focus purely on the economic costs and benefits of the Pope realignment recommendation. As is the case with other government actions, such "analyses should include comprehensive estimates of the expected benefits and costs to society... Social

net benefits, and not the benefits and costs to the Federal Government, should be the basis for evaluating Government programs..." (OMB Circular A-94).¹

Because the Yeager realignment is only a very small part of the overall "bundled" Pope realignment recommendation, it is difficult to tease out the cost and benefits for Yeager alone. However, the COBRA analysis performed by the Air Force does provide the following details:

- 1) 3 enlisted and 3 civilian positions to be transferred from Yeager to Shepherd AGS in 2007;
- 2) 149 tons of non-vehicle mission equipment and 298 tons of support equipment to be transferred from Yeager to Ft. Bragg, NC in 2007;
- 3) One-time moving costs of \$34,000 (\$12,000 warehouse, \$22,000 munitions) in 2009;
- 4) Annual recurring savings of \$4,536,000 for 324 drill positions @\$14,000 each, starting in 2007;
- 5) Yeager personnel reductions of 150 in 2007, 6 in 2008.

Each of these items deserves some discussion. Regarding 1), it is not at all clear that Yeager AGS personnel would move to Shepherd which is over 300 miles away. If they do not, the Air Force will be forced to incur recruiting and training costs to replace them. Even if the Yeager personnel do transfer, the COBRA data makes it clear that there will be a net cost, for two reasons. First, there are one-time relocation costs.

Second, the Basic Allowance for Housing (BAH) rate for enlisted personnel is higher at

¹ Note that these costs and benefits are distinguishable from "economic impacts" such as the value of job losses and economic activity because the latter are typically not measured on a net basis.

Shepherd (\$754/month) than at Yeager (\$671 per month), and the Civilian Locality Pay Factor is higher at Shepherd (1.146) than at Yeager (1.109). While these impacts are accounted for within the COBRA model, there is no breakout available from the results that would indicate the specific dollar costs associated with the transfers.

Regarding 2), the transfer of equipment from Yeager to Ft. Bragg will cost about \$48,000 (based on COBRA data indicating a distance of 324 miles and a cost of \$0.33 per ton-mile for equipment coming into Ft. Bragg). The one-time support moving costs listed in 3) are direct inputs into the COBRA model and require no further analysis.

Regarding 4), the large annual saving from eliminating 324 drill positions at Yeager is not a "net" saving because it may be at least partially offset by additional drill positions at Pope that would occur after the realignment. The COBRA analysis indicates that 411 drill positions would be added to Pope; it is unclear how many would be a direct result of the Yeager realignment.

As for 5), it would be a mistake to count dollar savings from the full 150 personnel reduction because clearly some additional personnel would be needed at Pope to handle the aircraft moved from Yeager. The COBRA analysis does not break out this number, and no personnel are listed as transfers from Yeager to Pope. In the absence of such transfers, there would likely be recruiting, training and retention costs associated with transferring the C-130 functions to Pope. It is our understanding that COBRA does not account for such costs.

In accordance with legislative mandates, DOD gives prominent weight to the effects of the proposed actions on military value, and in particular on elements such as homeland defense and surge capability. However, there is clearly allowance in the law for DOD to consider non-military costs and benefits. In the case of Yeager, there is a particularly important societal cost that would be incurred if the proposed realignment were to take place. This relates to the Air Rescue and Fire Fighting (ARFF) services that are provided at Yeager Airport. The Federal Aviation Administration (FAA) requires that airports provide such services during air carrier operations.

Historically, Yeager Airport's ARFF services have been provided by the Yeager AGS station, which houses its own firefighting building and equipment. In return for this service, the AGS rents the land it occupies from the Yeager Airport for \$1 per year. If the Yeager AGS realignment were to occur under the current BRAC recommendations, the airport would be left to provide its own ARFF services. Whether this just represents a *transfer* of costs from one party (DOD) to another (Yeager airport), or a real net cost to society, depends on whether the new destination (Pope AFB) for the C-130 aircraft can provide ARFF services with existing manpower and equipment. In other words, if Pope already pays for ARFF services and will be able to provide these services to the 8 aircraft from Yeager at no additional cost, then it is true that there would be no additional direct ARFF costs associated with the move (this assumes that both DOD and Yeager Airport are equally efficient in providing the service). However, if at least some portion of the ARFF equipment and personnel currently at Yeager would be moved to Pope (or if replacement equipment and personnel were needed at

Pope to provide similar services there), then such services would have to be duplicated again at Yeager (this time paid for by the airport); this represents a real cost to society. It is our understanding that in fact ARFF equipment and equivalent (new) manpower needs at Pope would be needed under the realignment scenario being considered. Thus there is a real societal ARFF-related cost associated with the move. It is estimated that the incremental cost of providing such services at Yeager Airport would be on the order of \$750,000-\$1,500,000 per year.

Analyses prepared by other parties on behalf of Yeager Airport indicate that if the airport had to implement its own ARFF services, the associated costs would have to be passed on to commercial carriers who currently service the airport. The analyses show that landing fees might have to be increased anywhere from 200%-400% to cover the expected costs. This would have the effect of making Yeager uncompetitive with other airports, and would likely lead to a decrease in commercial air service. As service declines, so will passengers. While these effects are traditionally considered "economic impacts" rather than net societal costs, the effects nevertheless are real. There is in fact some portion of such impacts that represent net costs to society.

In summary, it is difficult to quantify the overall net costs and benefits of realigning the Yeager AGS as proposed in the BRAC recommendations. In addition, it is clear that the DOD's COBRA analysis for Pope AFB does not allow one to conclude whether the benefits exceed the costs for realigning Yeager AGS. However, most of the "unknown" effects lean toward the side of increased net costs that are not reflected in the COBRA model. In addition, the COBRA calculations performed on the 130th Airlift

Wing, along with multiple "like" ANG joint use facilities, demonstrate significantly lengthy pay-back periods ranging from 10 to over 100 years, or as listed on USAF cost analysis spreadsheets, "never".



**The Economic Impact of the Realignment of the
130th Air National Guard Airlift Wing at Yeager
Airport**

June 2005

Prepared for:

Yeager Airport



Prepared by:

Center for Business and
Economic Research
Marshall University
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The Economic Impact of the Realignment of the 130th Air National Guard Airlift Wing at Yeager Airport Executive Summary

An economic impact analysis for the realignment of the Air National Guard 130th Airlift Wing has been contracted for preparation to The Center for Business and Economic Research (CBER) at Marshall University in Huntington, WV. The "Final Selection Criteria, Department of Defense Base Realignment and Closure," include consideration of "the economic impact on existing communities in the vicinity of military installations."

The following report provides that information and reaches the following conclusions. (At the same time, the control tower at Yeager Airport is scheduled for closure by the FAA during late night and early morning hours, creating further economic problems. This closure is also discussed.):

- The 130th Airlift Wing operates from a joint use airport at Yeager, which is located in Charleston, WV. The impact of the reassignment creates two economic impacts:
 1. The loss of base jobs and spending.
 2. Negative effects of the realignment on Yeager Airport's operations. Calculations presented in the BRAC report do not include the second set of impacts and underestimate the first.
- The economy of Charleston, WV/Yeager's air traffic region, along with the entire economy for the State of West Virginia, is depressed:
 1. Poverty rates are higher
 2. Per capita income is much lower
 3. Employment is stagnantThis seriously impedes the ability of the area to absorb the displaced workers or to generate replacement spending.
- While the ANG facility at Yeager will not be closed, but only realigned, the few remaining civilian and military jobs cannot generate the additional spending needed to offset the loss of the 130th Airlift Wing.
- The Realignment of the 130th Airlift Wing will remove from the WV economy:
 1. 814 jobs
 2. \$22 million in annual spending
- The loss of the 130th Airlift Wing will negatively impact Yeager Airport:
 1. Yeager will lose the Fire/Rescue and perimeter security services now provided by the 130th Airlift Wing. Replacing these services will cost Yeager Airport approximately \$1.7 million a year, plus \$7 million in start up costs. These increased costs will quadruple or quintuple landing fees for aircraft using Yeager Airport and threaten the cancellation of flights.

2. The closing of the Yeager tower for late night and early morning hours will affect 26 percent of all Yeager passengers with the possible loss of flights and major inconvenience to travelers.
 3. The tower closing will reduce the potential for further expansion of air cargo traffic that usually flies at night at Yeager.
- Studies done on the base realignments and closures that have indicated that realignments and closures have no adverse economic impacts are not applicable to the 130th Airlift Wing realignment and Yeager Airport.
 1. These studies were not completed for joint use facilities
 2. Most of the realignments and closures were in areas with faster growing economies than the Yeager trade area
 3. There were often other nearby military installations that could absorb the displaced personnel
 4. In virtually every case, substantial readjustment aid was provided by the Federal government. None to date has been offered to Yeager and/or Charleston
 5. In most instances, the base facilities were turned over to the city or a regional development authority to permit airfield industrialization. This does not appear to be the case for Yeager

For these reasons, using studies done elsewhere as evidence of no, or only limited, economic impact from the realignment is not appropriate.

The Center for Business and Economic Research bases the conclusions in this report on:

- A review of previously published studies on base realignments and closures
- Data obtained from Federal governmental sources, from the 130th Airlift Wing and the June 13, 2005, visit of the BRAC team to Charleston, WV. These data have not been independently verified by CBER.
- Use of the IMPLAN Input/Output model to predict the impact of the jobs and spending from the realignment and effects on Yeager Airport for the regional economy.

There are certain limitations to this study, which include:

- The future mission of the ANG facility at Yeager, which has not been clarified. Only limited information regarding the future use of the land and buildings has been made available to CBER by the BRAC. The future uses made of the facility could alter the conclusions in this report. Since civil engineering, security, supply and planning functions appear as if they will remain at Yeager, these have been excluded from the economic impact of the realignment of the 130th Airlift Wing.
- There has been no indication of what Federal assistance, if any, will be made available to offset the economic impact of the realignment. The type, amount and timing of Federal assistance could also alter these conclusions.

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1. Information on Yeager Airport

The airport is three miles northeast of the State capital, Charleston, West Virginia. The City of Charleston is the governmental and economic hub of the state and its largest city with a population of around 50,000. Yeager Airport is located in the South-central part of the state in Kanawha County. West Virginia is the second most sparsely populated state in the nation with most of its area being classified as non-urban or rural.

The National Plan of Integrated Airport Systems (NPIAS) classifies the airport as a "commercial service, primary airport". This designation applies to airports enplaning 2,500 or more passengers on an annual basis with scheduled passenger service producing at least 0.01 percent of the total US enplaned passengers. Yeager is also designated a "medium haul airport" as its usual flight distances range from 500-1500 miles.

Charleston is served by three major interstate highways: I-64 crosses the state east-west and intersects with I-77 north-south at Charleston. I-79 joins the others running from the northeast. Corridor "G", a four lane limited access highway, runs southwest from Charleston. Its location on a navigable portion of the Kanawha River allows Charleston to be an intermodal city serving a wide area of West Virginia. Charleston's location and its status as the seat of government provide the basis for its economy.

The airport's trade area is designated by geographical and access considerations and the proximity of other commercial facilities. The latest master plan for Yeager (Wilber Smith, 2000) found the air trade area to consist of six counties and portions of 14 others. All of these are served by the major highways described above. These are designated on the attached map at the end of this report.

There are no commercial airports within 20 miles of Yeager, but commercial service is available at Tristate Airport in Huntington, WV which is at 60 miles distance and at Wood County Airport in Parkersburg WV which is approximately the same distance from Yeager. Tristate has less than half the enplanements as Yeager and Wood County only about one quarter. Air travelers from the border cities of Huntington and Parkersburg make extensive use of major hub airports in Cincinnati and Columbus Ohio (GRA 2003) which are within comfortable driving distance from those cities and are served by low fare carriers. The "leakage" to these major hub airports creates a highly competitive situation for Yeager Airport, particularly for leisure travelers.

Yeager is currently served by six air carriers, five of which are commuter/express affiliates for the major airlines with which they are established. The sixth, Independence Air, has no affiliation and flies only to Dulles Airport in Washington, D.C. The following table provides information on those flights.

**Table 1. AIR SERVICE AT YEAGER AIRPORT
JUNE 2005**

Air Carrier	Number of Daily Flights	Destinations
US Airways	15	Pittsburgh, Philadelphia, Washington DC Reagan, Charlotte
Delta	9	Cincinnati, Atlanta
Northwest	4	Detroit
Continental	5	Cleveland, Houston
United	5	Washington DC Dulles, Chicago
Independence	3	Washington DC Dulles

Yeager airport experienced 247,871 enplanements in 2004 according to the FAA (FAA, 2005). Total operations were 84,949. Both these figures reflect that traffic has not yet returned to pre-9/11 levels. But FAA forecasts see enplanements rising to 308,148 and operations to 91,890 by 2020.

a. Economic Situation in Yeager Air Trade Area

West Virginia is one of the poorest states in the nation. The state ranks 48th in per capita income, with an average of only 70 percent of the nation's per capita income (WV \$23,466-US \$31,472). West Virginia has a poverty rate of 17.7 percent which is 125 percent of the national average. Educational attainment is also well below the national norm.

Economic Distress. The statistics for the area served by Yeager Airport are even more discouraging. As seen from the table below, for the 20 county area, poverty is high above the national average and per capita income is far below. Sixteen of these counties are classified by the Appalachian Regional Commission as "economically distressed". Almost one quarter of the adult population have no high school diploma or GED. Any reductions in economic opportunities, such as closing or realigning the 130th Airlift Wing, are likely to intensify an already distressed situation.

Table 2. Yeager Trade Area Demographics (2000)

Yeager Trade Area	Yeager	United States
Population over 25	664,708	182,211,639
Population over 25, no HS Diploma or GED	164,144	35,715,625
% Pop over 25, no HS Diploma or GED	24.7%	19.6%
Population for whom poverty status was determined	947,443	273,882,232
Population Income below poverty in 1999	167,955	33,899,812
Poverty Rate	17.7%	12.4%
Source: 2000 US Census, Summary Tape File 3		

Population. For almost a quarter of a century the population of the Yeager air trade area has been in decline. As the table below indicates, population has declined by 10 percent, a reflection of the limited employment opportunities in the area. Approximately half of the West Virginia's population resides in this trade area.

Figure 1. Yeager Air Trade Area Population

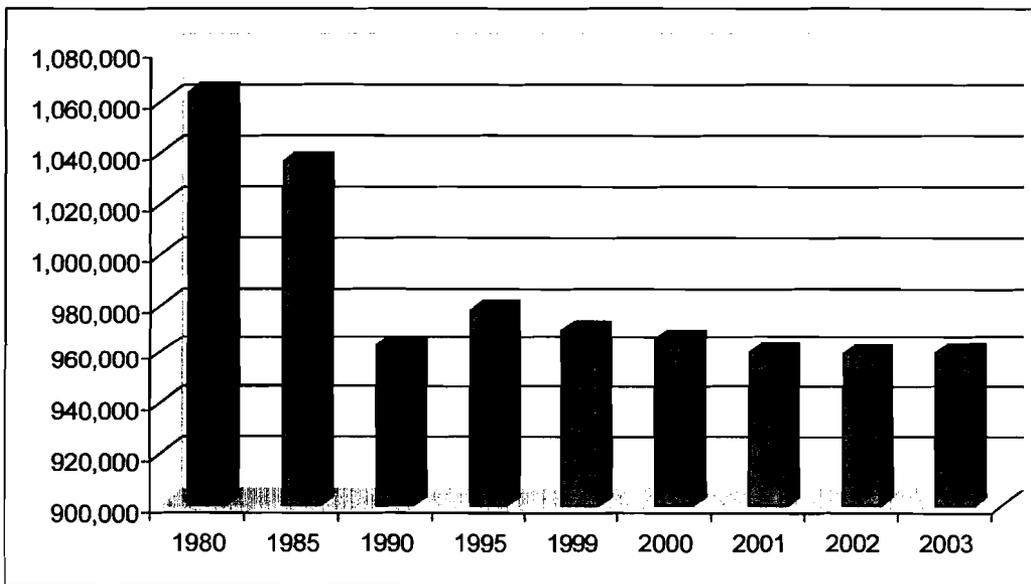


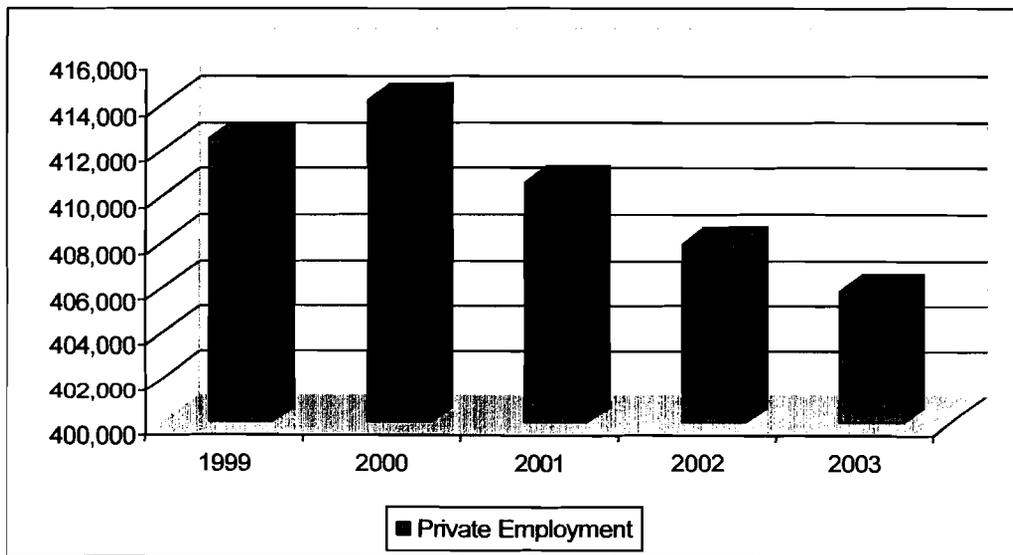
Table 3. Yeager Air Trade Area Population 1980 to 2003

Year	Population	Year	Population
1980	1,063,517	2000	966,154
1985	1,036,487	2001	960,073
1990	962,657	2002	959,540
1995	978,288	2003	959,693
1999	969,669		

Source: Regional Economic Information System
U.S. Bureau of Economic Analysis

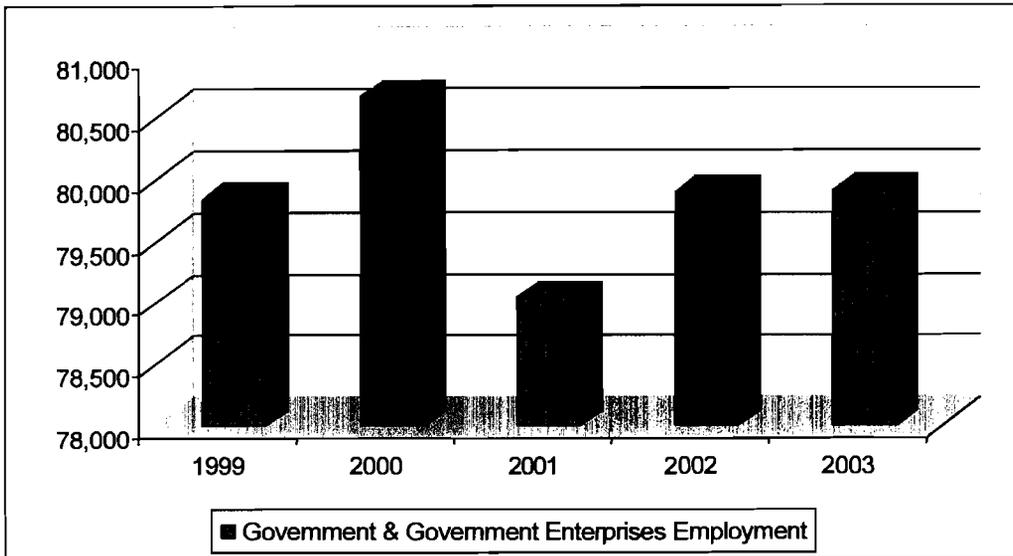
Employment. Private employment in the air trade area for Yeager Airport has declined over the same period. Gains in government employment have just offset the private decline, resulting in a stagnant labor market. This stagnation would make it difficult to accommodate any workers unemployed by the 130th Airlift reassignment.

Figure 2. Yeager Air Trade Area Private Employment, 1999 to 2003



Source: Regional Economic Information System
U.S. Bureau of Economic Analysis

Figure 3.
Yeager Air Trade Area Government Employment, 1999 to 2003



Source: Regional Economic Information System
U.S. Bureau of Economic Analysis

Table 4. Yeager Air Trade Area Employment, 1999 to 2003

	Non-farm Employment	Private Employment	Government Employment
1999	492,350	412,512	79,838
2000	494,829	414,165	80,664
2001	489,665	410,632	79,033
2002	487,849	407,958	79,891
2003	485,845	405,941	79,904
Change	-6,505	-6,571	66
Percent Change	-1.3%	-1.6%	0.1%

Source: Regional Economic Information System
U.S. Bureau of Economic Analysis

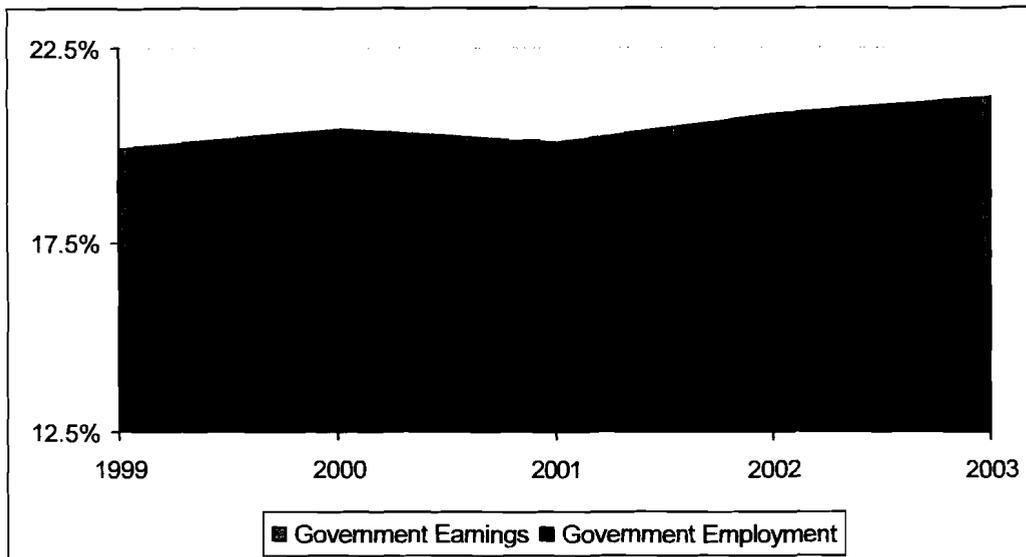
Earnings. Earnings in the air trade area have increased, but at a slower rate than nationwide. What the tables and graphs below indicate is that government earnings have increased significantly faster than have earnings in the private sector. The share of government earnings compared to private sector earnings has increased, demonstrating the lack of vitality in the private sector.

Table 5. Yeager Air Trade Area Earnings, 1999 to 2003

	Average Non-farm Earnings (\$000s)	Average Private Earnings (\$000s)	Average Government Earnings (\$000s)
1999	\$31,410	\$30,014	\$38,622
2000	\$32,417	\$30,825	\$40,590
2001	\$34,204	\$32,592	\$42,576
2002	\$35,181	\$33,320	\$44,681
2003	\$36,184	\$34,104	\$46,749
Change	\$4,773	\$4,090	\$8,127
Percent Change	15.2%	13.6%	21.0%
Percent Change; Adjusted for Inflation	4.3%	2.9%	9.6%

Source: Regional Economic Information System
U.S. Bureau of Economic Analysis

**Figure 4. Percent of Government Earnings and Employment
To Total Non-Farm Earnings and Employment**



Source: Regional Economic Information System
U.S. Bureau of Economic Analysis

of 1988, 1991, 1993 and 1995. Their findings were consistent with other studies that showed the long term effects on employment and income on average to be positive from base closures and realignments.

a. Why can these findings be dismissed as inapplicable to the 130th and Yeager?

1. The case studies only applied to specific unique situations none of which approach the conditions surrounding Yeager.
2. The case studies did not use random sampling techniques in selection of the observed base closings. This may have caused a bias in the results and reduces the validity of using these results for any specific installation.
3. None of the studies focused specifically on Air National Guard bases at joint use airports. At least one study (Hooker and Knetter) found the economic impact of closure of air force installations to be greater than the closure of other military facilities. They did not specifically address situations like Yeager's joint use arrangement.
4. The economic studies provided general conclusions about the total effect of all the closures covered in their research and did not relate to any particular cases. While for all closures taken as a whole the results may be positive, that does not mean that for any single closure that positive outcome can be predicted. As Hooker and Knetter noted, ". . . while the average closure county doesn't suffer much economic harm, some do." (p 585) In one study of three California bases, the report was generally optimistic about the effects of base closure even though one of the case studies showed "consistently negative" impacts (Dardia p.43). By the author's admission, these "averaged" results may not be representative of any one situation and cautions that generalizations of these results to other situations of closure should not be made. The most recent DOD study concluded of the 387 closures and realignments, ". . . roughly one third of these locations (were) adversely impacted." (DOD 2005 p. 7)
5. Most of the closures took place in urban or other areas with strong labor markets that were capable of absorbing the displaced workers (DOD 2005). Again, Hooker and Knetter comment, "The shocks in rural areas are considerably larger. . ." (p. 586). The DOD Office of Economic Adjustment found a similar result noting, ". . . those in rural areas, remain especially hard hit". (DOD 2005, p.16)
6. In many of the cases, the bases represented only a tiny fraction of the economy of the area and did not, therefore, represent a significant economic loss.
7. For the majority of the closures there were one or more military bases or facilities nearby which often were expanded, absorbing at least some of the displaced civilian labor force. These other military facilities also continued to provide services such as BX and health care to military and retirees. These alternatives significantly reduced the impact of closure (Poppert and Herzog, p. 461)
8. In virtually every situation the closure or realignment was accompanied by a turnover of the base facilities at no cost to a local government or other entity to be used to attract new firms and industries (DOD 2005). This was important as many of these closures were in urban or other areas where there was a significant demand for land for development.

9. In addition, the successful cases often were the direct result of the Federal government providing substantial transition financial aid to the affected areas through the Defense Economic Adjustment Program. (DOD 1998 pp. 55-58, DOD 2005 pp. 8-10)
10. For many if not most of the cases investigated in the literature, economic growth in the effected region had been either robust or at least above the national average. Only a few of the areas had experienced the loss of jobs or had poverty rates above the national average at the time of closure or realignment. As noted above, this clearly does not describe the Yeager air trade area.

Most of the studies concluded that it was the turnover of the facilities at no cost and the substantial federal assistance which created the successful outcomes rather than market forces. The latest DOD report also commented, "Complete base redevelopment requires a long term effort, sometimes up to 20 years. . ." (2005 p.7)

The situations elsewhere do not speak to the Yeager situation.

1. There are no other military facilities nearby to absorb the unemployed.
2. West Virginia has one of the lowest per capita incomes in the nation and alternate job opportunities do not abound.
3. The economic growth rate is half the national average creating further problems in coping with the economic impacts of realignment.
4. Charleston is not a major urban center so the loss of what is one of its "major industries" will have a more profound impact than elsewhere.
5. The facilities will not be made available for alternate civilian employment.

Further, Yeager Airport is a shared facility with the 130th Airlift Wing. Loss of the Wing would have direct effects on the operations of the airport that would cause additional economic damage. No studies were found that have directly looked at the negative economic impact on civilian air travel when a joint use base is closed or realigned.

Finally, there has been no indication that the facilities will be turned over to Yeager, the City of Charleston, or some other entity at little or no cost to develop. The current plan is for the "reassignment" and not closure that would make the facilities unavailable for alternate use. This transfer could, as it has elsewhere, at least in part mitigated the problems.

Nor has there been any discussion of who will bear the cost of conversion of the Air Guard facilities for industrial use should the transfer take place. There also has not been any discussion, much less guarantees, that the federal assistance that was so vital to the successful transitions following closings elsewhere will be forthcoming.

3. Economic Evaluation of 130th Airlift Wing Reassignment

While it is impossible to predict the future results of reassignment of the 130th Airlift Wing, it is possible to take two approaches to investigating what this might mean.

Analytical Approach. This approach has been used in most of the early study reports that have been prepared for the Department of Defense and state governments. (Dardia et. al. 1966, US Department of Defense 1994, California Military base Reuse Task Force, 1994 and Innes et. al. 1994). It evaluates the relative importance of the base to the entire economy of the region. The approach focuses on changes that result from reductions in population, changes that are transmitted through declines in employment, and changes due to a reduction in housing demand.

These studies are all longitudinal looking at changes over a period of time after the closure. For proposed base closures or realignments, they offer few insights unless the cases are essentially similar to the base being considered for closure or reassignment. As noted above, none of the longitudinal studies reviewed approached similarity with the 130th Airlift Wing and Yeager situation

Input Output Analysis. This analysis takes into account the full economic impact of the wages paid and spending made by the Charleston based 130th Airlift Wing. Salary and spending levels for bases such as the 130th Air Wing are dependent on military activity. For traditional guard members, salaries varied considerably between 2001, which represented a peacetime level of mobilization, and 2003, which represented a wartime level of mobilization. For this analysis, annual average wages for the FY 2001 to FY 2005 (estimated; actual as of May 2005) time period were used. These relative proportions were also used to estimate annual variation in related lodging expenses as explained in item #2 below.

In FY 2004 for example, the Base paid salaries of \$55 million and had expenditures of \$17.7 million. The negative impact to the state of West Virginia is the portion of wages and expenditures that are made locally. The majority of the impact of the realignment will be manifested as reductions in income to state residents. The remainder is from base spending. It is estimated that approximately 10% of base expenditures are made to West Virginia businesses. The speed by which the current holders of the realigned positions can find new jobs will determine the length of the impact.

The full economy-wide impact is estimated via calculation of industry and household spending multipliers. All multipliers are calculated using the IMPLAN regional input-output simulation model (IMPLAN Professional Version 2.0.1025).

1. Loss of Income

The 130th Airlift Wing currently has 1,250 full and part-time positions. Realignment of the Wing is expected to result in the direct loss of 163 full-time personnel, 138 of which are civilian and 25 of which are military. These numbers are an adjustment to

the DOD, Base Closure and Realignment Report following the June 13 visit by the BRAC to the Charleston ANG base. Of the part-time traditional guardsmen that are members of the Wing, 447 are currently expected to lose their positions.

Information supplied by the ANG indicates that all 163 of the full-time jobs, and 90% of the traditional Guard positions, are held by individuals who currently reside in West Virginia. The impact of these jobs is \$21.2 million in salaries, which is equivalent to about \$15.3 million in disposable income (post-tax) spending.

The traditional guardsmen whose positions are not realigned will remain in the civil engineering and headquarters operation. It is presumed that most of the traditional guardsmen have regular jobs that complement their Guard duty pay and will retain those jobs. The loss of Guard-duty income is a loss of supplementary income to the economy.

Utilizing input-output analysis to estimate the economy-wide impacts of spending on behalf of these individuals adds an additional \$4.2 million to the annual disposable income impact, for a total of \$19.5 million in household spending. This is a multiplier effect of 1.28 (see Table below).

The impact of the proposed transfer of 25 firefighters to Martinsburg WV is not included in the total impacts due to a zero net change in state employment. However, the loss of these workers will impact the Yeager trade area. The estimated annual impact of these workers salaries is \$875,000 in disposable income, which translates into \$1.2 million in spending in the Yeager trade area.

2. Reduced Spending in the Local Economy

In addition to reductions in personnel, the realignment will necessarily be accompanied by reduced spending in support of base operations. The impacts of \$1.6 million in local spending per year are accounted for in this analysis and are concentrated in the construction and lodging industries. These estimates do not include any spending impacts of the base BX operation, which had sales in excess of \$500,000 in 2004, and is expected to remain open following the realignment. It is likely that most purchases to stock BX supplies are made outside West Virginia.

- a. Construction and Maintenance Receipts: SRM (Sustainment, Restoration, and Modernization) construction receipts constitute the bulk of the 130th's spending in the local economy. This spending creates the most significant per dollar impact to the economy because of the large multiplier impact that this sector induces. Construction receipts induce additional local spending of 1.7 times the direct spending. It is uncertain what portion of these expenditures will continue following realignment. Local spending in FY 04 was approximately \$1.1 million. Average annual spending is estimated at \$890,000.

- b. Hotel Receipts: Lodging expenses constitute another significant category of spending for the 130th in purchase of temporary lodging for its members for weekend and short-term assignments. Spending in 2004 was approximately \$600,000 and average annual spending is estimated at \$370,000. This spending induces additional local spending at a rate of about 1.3 times the direct spending.
- c. Other: This category of spending covers miscellaneous items related to management of the Air Guard base. Most expenditures fall into the category of facilities management and include purchase of office furniture and equipment, and services such as electrical, security and utilities. The impact to the local economy of this type of spending is a multiplier of about 1.5. The full impact of this spending, evaluated here at \$300,000 per year, is in all likelihood underestimated. However, given that the base will not close entirely, some of these expenditures will remain in the near-term.
- d. Tuition Paid under the G.I. Bill: The 130th Air Wing has been responsible for an average annual payment of \$100,000 in annual tuition to West Virginia higher education institutes over the past few years. This spending induces additional local spending at a rate of 1.6 times the tuition receipts.

Summary spending impacts from the loss of employee salaries and the four categories of spending are summarized in the table below. Total direct and indirect/induced (via other businesses and households) spending is estimated to be \$22 million. The 204 jobs impacted are in addition to the 610 civilian, military and guard positions that would be reassigned.

Table 7. Estimated Annual Local Spending by the 130th AW

CATEGORY	Direct	Indirect and Induced	TOTAL	Jobs Impacted
Salaries	\$ 15,261,261	\$4,216,405	\$ 19,477,666	168
Construction	\$ 850,000	\$ 603,500	\$ 1,453,500	20
Lodging	\$ 370,000	\$ 136,900	\$ 506,900	8
Other	\$ 300,000	\$ 150,000	\$ 450,000	5
Higher Ed	\$ 100,000	\$ 62,010	\$ 162,010	3
	\$ 16,881,261	\$5,168,815	\$ 22,050,076	204

Direct Air Guard Realignments 610

Total Jobs Impacted 814

4. Impact on Yeager Airport Operations

There are additional negative consequences to the economy of the area from the realignment of the 130th Airlift Wing other than those which result from the direct impacts due to the loss of employment and jobs. These concern the impact on Yeager Airport operations. In the review of the studies on the impacts of base closings and realignments elsewhere, there were none at facilities that were joint use operations.

1. Closure of Tower

The current plan calls for the closure of the tower from 10 p.m. to 7 a.m. Yeager is a feeder airport in the spoke and hub operations of the air carriers which serve it. Such early flights out and late flights in are essential as passengers make connections to other flights. Twenty six percent (26%) of all Yeager passenger traffic flies either in or out during the hours the tower is proposed to be closed.

It is likely that at least some of these flights will be cancelled. Two air carriers have expressed concern about the tower closure. This is due to safety concerns about operations without a tower in less than desirable weather conditions and at night. Having tower services continuously available has been found to be a major factor in airport success (Weisbrod et.al. 1993). While it is impossible to indicate the loss of passenger traffic due to the flight reductions caused by tower closure, loss will occur. This is particularly true for leisure passengers who can choose to use alternative airports when the convenience of the early and late flights is reduced.

There exists in the Yeager area potential for the further development of air cargo (Colography Group 1998). This analysis found a realistic estimate that air cargo in the future could support three B-727F cargo only flights each day in domestic service and one weekly DC-8F flight in international service. Most air cargo flies at night. Closure of the tower would mean that Yeager would become less competitive in attracting these flights and Charleston less attractive in securing the businesses which would avail themselves of air cargo shipping.

In addition, the late flights terminate at Yeager and the crews stay in the Charleston area. This impetus to the area economy will also be lost. The expenditures for landing fees and for servicing of the aircraft will also be lost.

2. Increased Landing Fees

Yeager airport will be forced to increase its landing fees due to the loss of services provided the Airport by the 130th Airlift Wing. These include the Fire/Rescue service and potentially the perimeter security services. The increased cost to Yeager Airport of the Fire/Rescue service is estimated by the airport to be \$1.7 million per year with a start up cost of \$7 million. For airport security, three additional officers would have to be hired at \$43,000 a year for salary and benefits.

The current landing fees at Yeager are \$1.20 per thousand pounds. The formula used to calculate landing fees indicates a one cent (\$0.01) increase in landing fees for every \$5,000 in additional airport costs. The annual cost (not including the \$7 million in start up costs for the fire/rescue operation over a ten year period) would total an additional \$3.66 per 1,000 lbs. A typical regional jet weighs 48,500 lbs. The landing fee for that aircraft would increase from \$58.20 to \$233.61, more than quadrupling the expense to the air carrier. Adding the fire service start-up costs could increase fees by as much as \$4.88 per 1,000 lbs, to \$295 for a typical aircraft, a five-fold increase in landing fees.

This increase in landing fees will reduce the competitiveness of Yeager Airport. How many of the current flights would be cancelled can not be determined. But considering that passenger loadings on many of the flights are currently only producing marginal if any profits per flight, some will be cancelled. There is a possibility that two current air carriers would cancel at least some flights if such a fee increase were enacted.

While Yeager airport might, as an alternative, try to absorb some of the additional costs rather than passing them on to the air carriers, the availability of hub airports within feasible driving distance creates a competitive environment that would significantly reduce their ability to do so. Yeager is currently not highly profitable having assumed significant debt to finance new parking areas and terminal improvements.

Summary

There is significant damage to the economy of the Yeager Airport air trade area from the reassignment of the 130th Airlift Wing. While a civil engineering and headquarters presence will remain, most of the civilian and military jobs will be transferred with a loss of 610 direct jobs and an additional 204 indirect jobs due to the reduced level of spending.

The State will lose some \$22 million in total spending, both direct and induced. Most of this loss will incur in the Charleston, WV region. This region is currently experiencing rates of poverty above the national average and per capita income well below. Employment is essentially static. It will be difficult, if not impossible, to compensate for either the loss of spending or jobs.

Since the 130th Airlift Wing is located on a joint use airport at Yeager, there will be a second set of impacts to the economy of the region from the reassignment. The closing of the tower will place in jeopardy the current night and early flights out of Yeager. This amounts to over one quarter of the Yeager passenger traffic. The potential for development of air cargo will also be reduced.

Additional costs will be placed on Yeager. Since the 130th Airlift Wing furnishes Fire/Rescue services to the airport, these would become Yeager's responsibility. The resulting costs will be reflected in increased landing fees that will erode Yeager's competitive position. The possibility of reduced flights due to the increased fees is a distinct possibility. Although security services are currently expected to continue to be provided by the Air Guard, loss of these services is considered a potential outcome that is not fully evaluated here.

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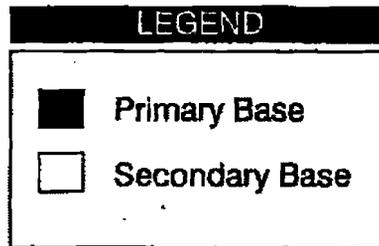
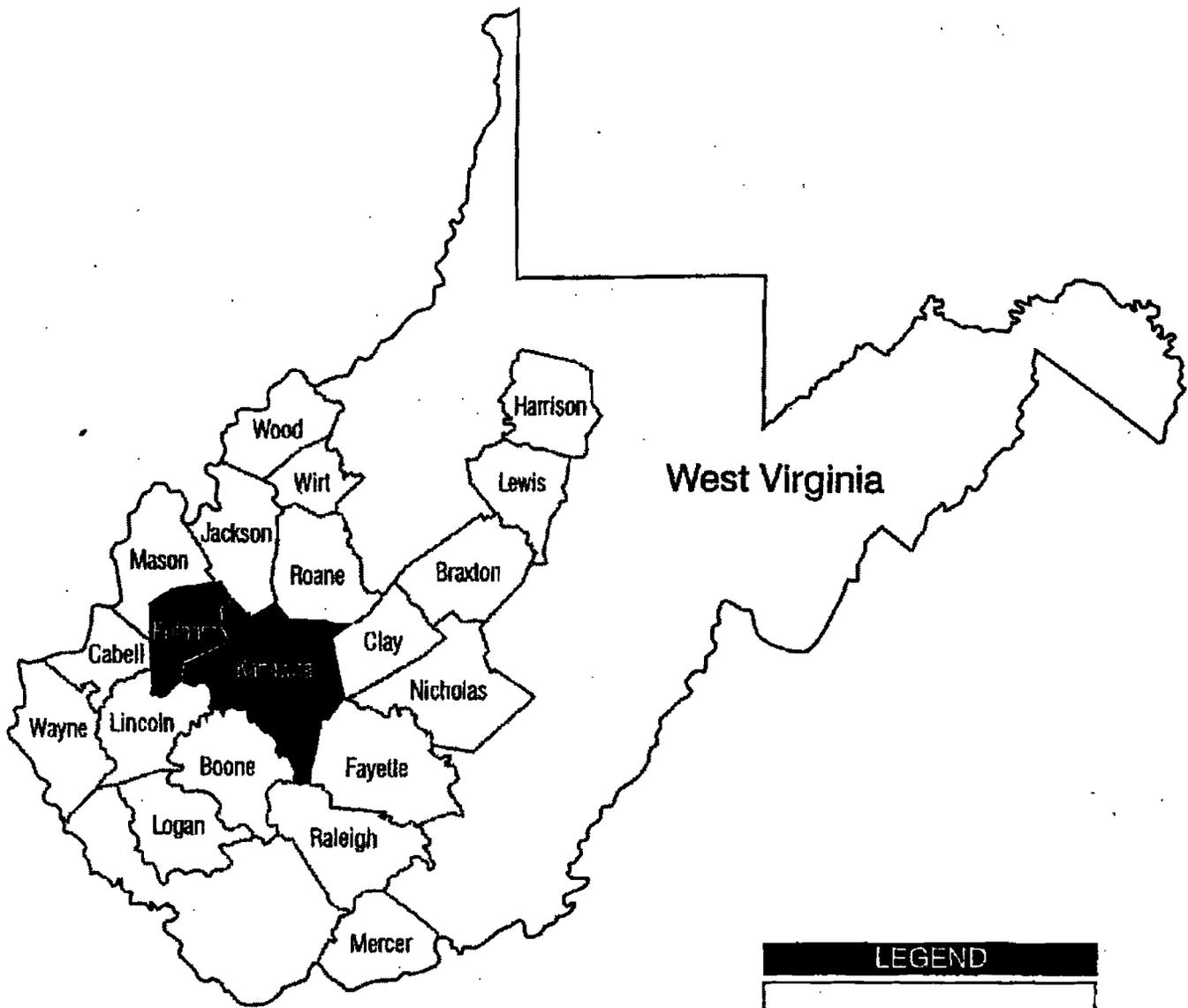
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Impact of Base Realignment on Scheduled Air Service

Yeager Airport - Charleston, WV

The Boyd Group

Aviation Consulting & Forecasting

NOTE

This document has been prepared for the exclusive use of Yeager Airport. No other utilization is authorized without the consent of Yeager Airport.

The data, analysis and conclusions contained in this document are based on information and sources deemed reliable as of June 2005, however due to the dynamic nature of the subject matter cannot be guaranteed.

Estimated impact of BRAC recommendation on CRW

Elimination of 130th Airlift Wing will result in significant cost increases at CRW

- ✈ **Cost to implement ARFF at CRW: \$1.5 million annually**
- ✈ **Increase in landing fees from \$1.20 to \$3.80 per 1,000 lbs. landing weight - *increase of 217%***
- ✈ **Tower closure between 12 midnight and 6 am**

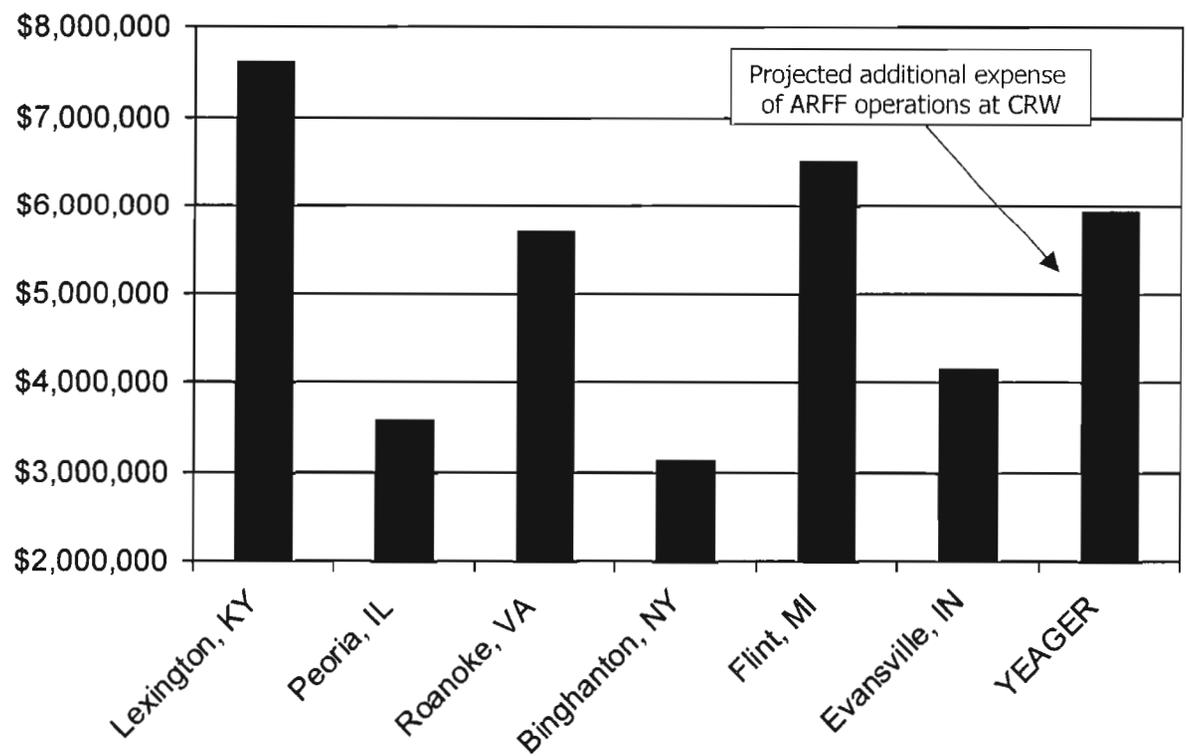
Impact reaches far beyond incremental savings to military

SOURCE: Central West Virginia Regional Airport estimate

Current CRW cost structure is comparable to peer group

Addition of ARFF expenses will place CRW near top

Airport Operating Expenses - Calendar Year 2004



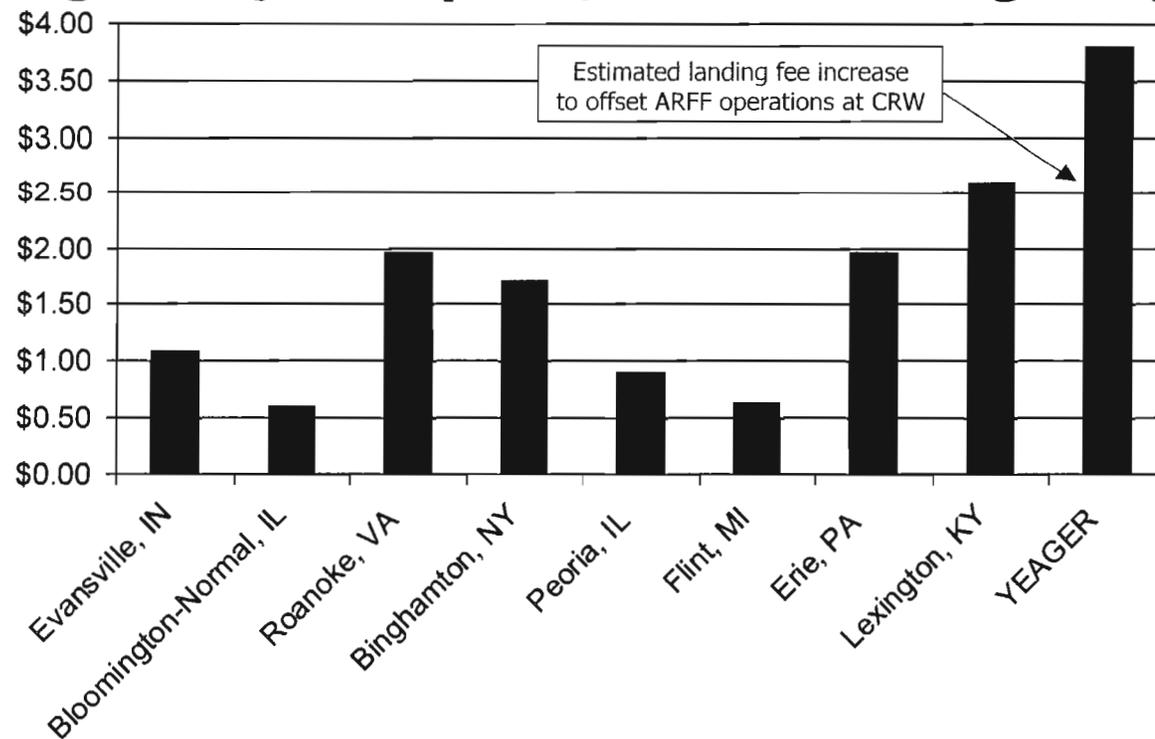
SOURCE: FAA AAS-400 CATS



Landing fee increase will make CRW non-competitive

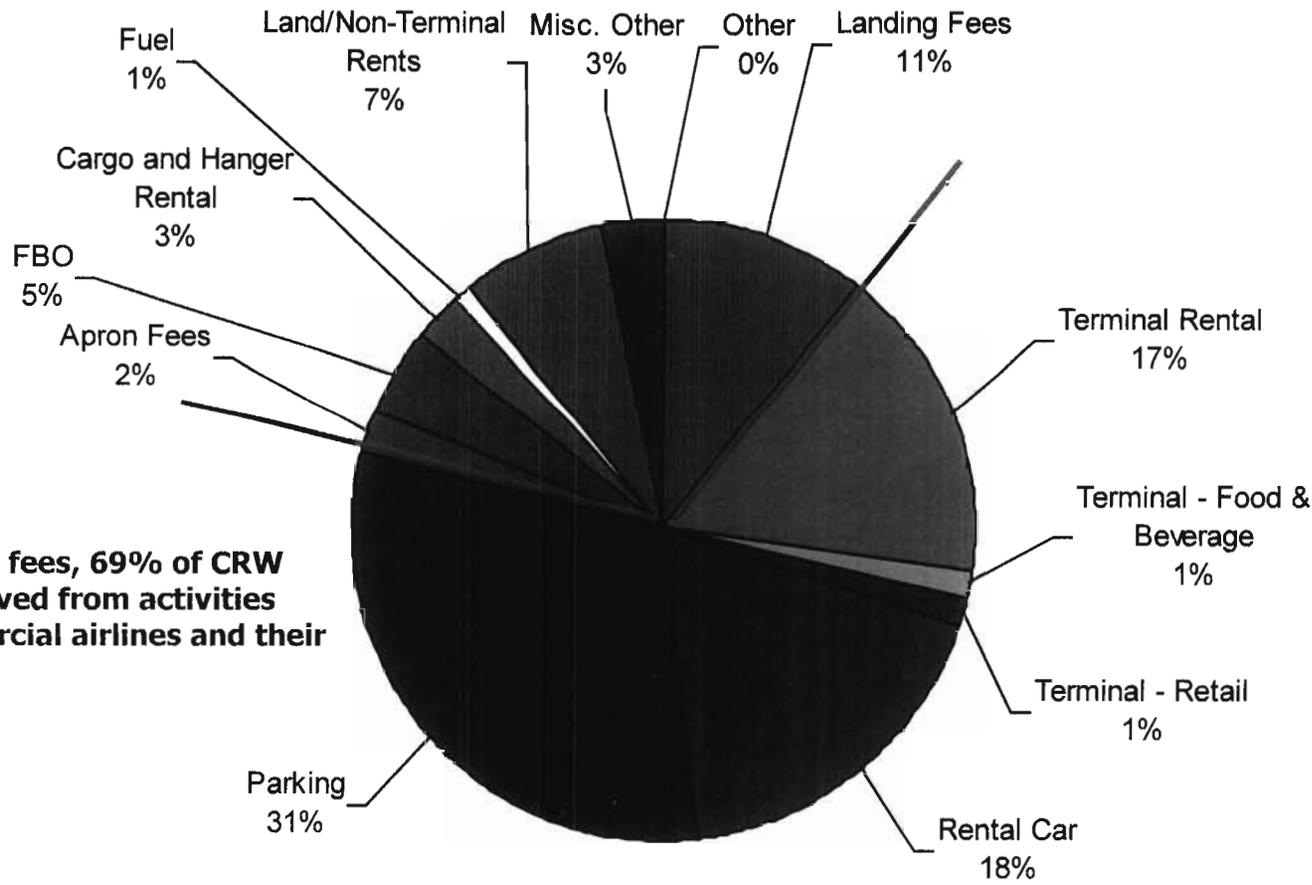
Landing fees at CRW will need to increase over 200% to cover higher airport costs

Signatory Rate per 1,000 lb. Landing Weight



SOURCE: The Boyd Group survey of airport operators, June 2005

CRW is dependent on airlines for majority of revenues



Excluding landing fees, 69% of CRW revenues are derived from activities related to commercial airlines and their passengers.

SOURCE: FAA AAS-400 CATS

Airport costs are of increasing concern to airlines

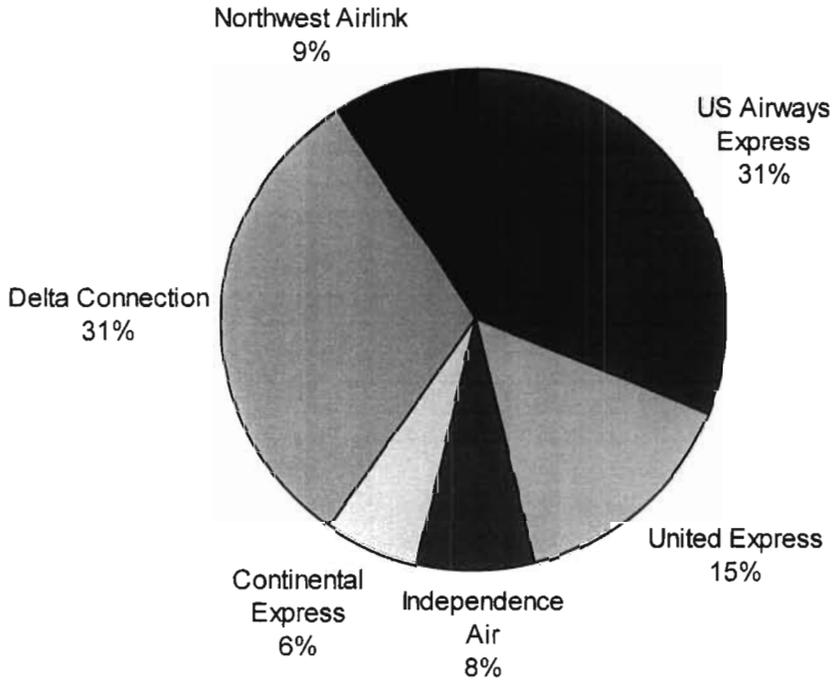
- **Continued industry losses are resulting in airlines focusing more on airport costs**
- **ALL airlines pay attention to airport costs**
- **Recent examples of airport costs in the news**
 - Southwest Airlines @ Seattle/Tacoma (2005)
 - jetBlue Airways @ Syracuse (2005)
 - US Airways @ Pittsburgh (2003)

A downward spiral

- **Higher airport costs must ultimately be passed on**
 - First to airlines, then to consumers
- **Consumers will seek (and drive to) lower fares**
- **As consumers use alternative airports, costs for remaining airlines and passengers would increase**
 - And the cycle repeats itself
- **Air service declines will inhibit community's ability to attract/retain business**
 - Impact of BRAC closing will reach far beyond the airport

Snapshot of current CRW air service

Market Share



Nonstop Destinations & Load Factors

Market	Carrier	Load Factor
Atlanta	Delta Connection	69.0%
Cleveland	Continental Connection	52.4%
Charlotte	US Airways Express	61.8%
Washington-Dulles	Independence United Express	48.7% 59.9%
Houston	Continental Express	71.3%
Detroit	Northwest Airlink	58.0%
Chicago-O'Hare	United Express	68.7%
Philadelphia	US Airways Express	42.6%
Cincinnati	Delta Connection	52.3%

SOURCE: Airports 101 analysis of U.S. DOT DB1B O&D survey and T-100 data, calendar year 2004

Key air service vulnerabilities at CRW

Additional operating costs at CRW could cause loss of service and make attracting replacements a challenge

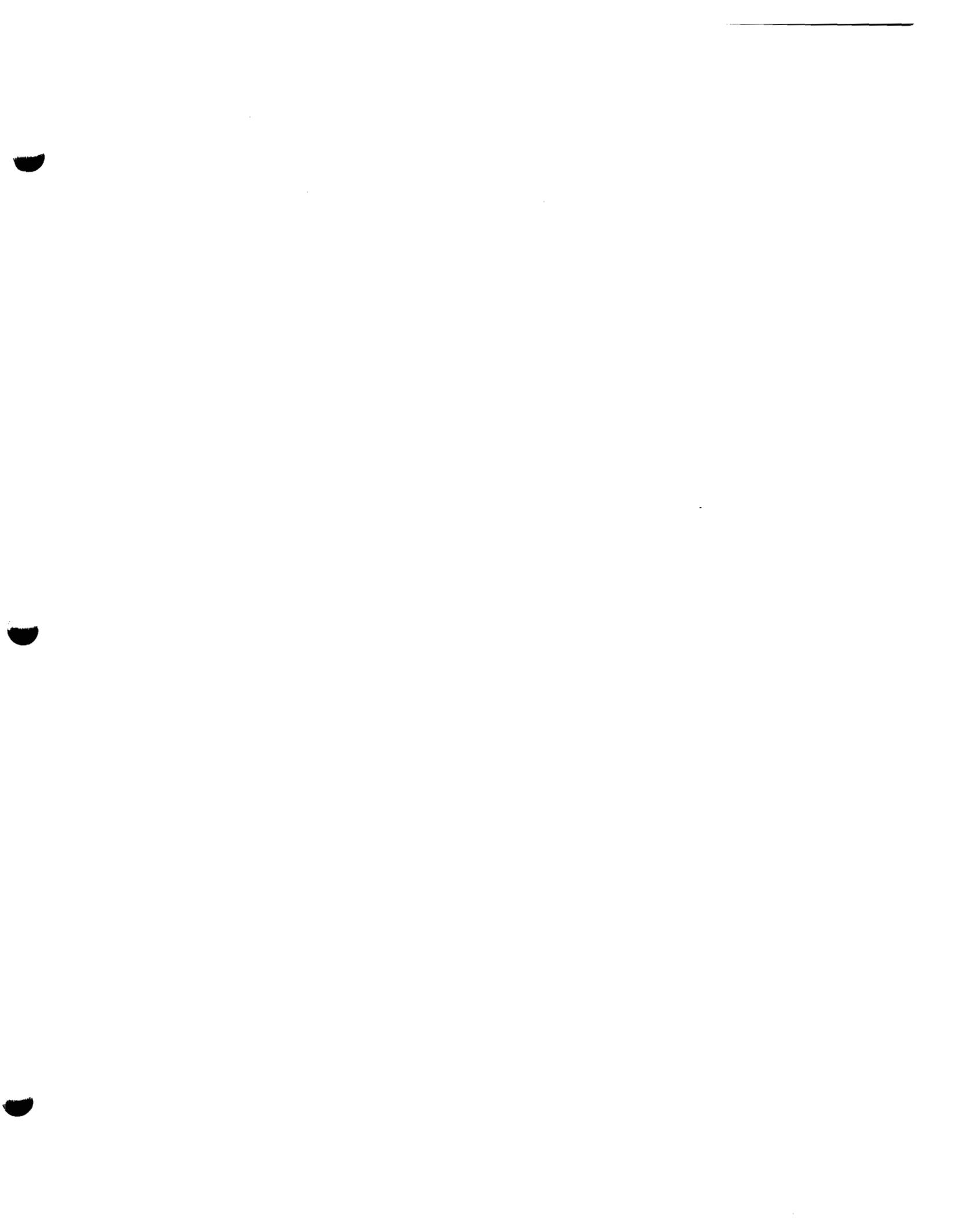
 independence air



- **Only low-fare carrier at CRW**
- **Facing significant financial challenges**
- **Largest carrier at CRW**
- **Facing its own set of financial challenges**
- **Proposed merger with America West may result in route realignment**

Summary Recap

- **Loss of ANG base will drive up costs for CRW airlines and tenants**
 - Costs will be passed onto consumers
 - Consumers will resist fare increases and drive to competing airports
- **As passengers leave CRW, so will airlines**
 - Increased traffic leakage puts air service retention and development at risk
 - Remaining airlines left to shoulder the burden; creates a vicious cycle
 - Reductions in air service make competing in global economy a challenge for Charleston market
- **Higher costs will make replacement recruitment difficult**



REBUTTAL TO AIR FORCE JULY 29, 2005 MEETING RESPONSE (DCN: 5895)
REGARDING C130 INSTALLATION REALIGNMENTS

Pittsburgh PA , Niagara NY, Milwaukee WI, Charleston WV

The Air Force met with BRAC representatives on July 29, 2005 to address the BRAC Commission questions on realignment or closure of C-130 facilities (DCN: 5895). The Air Force position is still very shallow and ignores available data. The Air Force lack of an in depth evaluation of the entire C-130 proposal was again obvious during the August 10, 2005 Pope / Ft. Bragg hearing in Washington DC. Sworn witnesses there stated that the Air Force had never even informed the Army of what necessary base and mission support functions they would have to assume under the turnover of control of Pope AFB. While we maintain that it is possible to run these functions as tenant Air Force units on an Army Airfield without permanently stationed C-130 aircraft, the question of cost savings and practicality of the entire proposal becomes crucial.

The issue of whether to close Pope AFB, realign Pope and Little Rock AFB units and aircraft using closed Air Reserve Component (ARC) base resources, or leave the affected bases as they are, is one that has repeatedly been termed as decision making fraught with "errors and significant deviations" from what the Air Force reported.

This coalition of BRAC Task Forces strongly agrees with and maintains the position of the individual ARC bases, that it is an extremely unwise, and potentially harmful to national defense to close and consolidate ARC bases. Numerous factors associated with the proposed actions have been totally ignored by the Air Force in making its recommendations for C-130 moves.

Part of the Air Force's justification for moving resources to Pope Air Force Base is the opportunity for joint operations. Air Force Reserve and Air National Guard Wings provide an equal value in joint operations at Pope and Little Rock from their present home stations without the high costs of closures and moves and associated impracticalities. These ARC units regularly operate and train with the 18th Airborne Corps and the 82nd Airborne Division-clear examples of joint operations already underway. The present proximity to Fort Bragg of these many C-130 units scheduled to either be closed or realigned by this BRAC action, enhance "joint operations" at Pope. With the number of Reserve and Air Guard units scheduled to close or realign, the inventory of C-130s available to support the Joint Airborne / Air Transportability Training (JA / ATT) mission will be cut in half. This brings into question the potential impact of these proposed BRAC actions on the Army requirements for airlift support.

Little or no consideration has been given to the other joint missions these units perform with Army, Navy, and Marine forces both active and reserve. This proposed BRAC action will have a negative impact on readiness as these ARC Wings play a significant role in unit training and movements.

The web of uncertainty surrounding the involvement of the ARC into the moves between Pope and Little Rock dictates withdrawal of those forces from the equation and that the disbursement

of the Active Duty C-130's between Pope and Little Rock be left to future Air Force and Army study and force structure decisions. In rebuttal to the Air Force meeting summary of July 29, 2005 and to the Pope / Bragg hearing on August 10, 2005, the BRAC Task Forces of Pittsburgh, Niagara, Milwaukee (General Mitchell), and Charleston (Yeager), provide the following:

Section 1 - The C-130 J program cancellation cited by the Air Force may not have influenced the number of aircraft recommended for a certain location (per the Air Force meeting summary), however, the resumption of that program and the subsequent acquisition of these new aircraft will certainly provide more airlift capacity than that planned for under the Air Force BRAC recommendations. The more capable C-130 J's mean more capacity per aircraft than the C-130 E's and C-130 H's. It would stand to reason that the Air Force would not have to rely on joint basing of ARC C-130 aircraft at Little Rock AFB and Pope AFB, leaving these cost effective ARC units at their current locations to support the Fort Bragg missions as previously proposed with Pope closure (see Attachment 2). The Air Staff members participating in the 29 Jul 2005 meeting acknowledged that the C-130 changes only occurred after the "cancellation of the J Model contract". This acknowledgement confirms the position that the C-130 changes have nothing to do with BRAC, as provided by law. The J model cancellation caused the Air Force to seek an alternative method of acquiring additional aircraft, by doing a force structure change within the Guard and Reserve. The other ARC bases statistics are quite similar to those of Pittsburgh, and show minimal extra cost from supporting Ft. Bragg missions in this manner (see Attachment 3).

The 1998 GAO Report and the AFIT / GAO / ENS / 2002 report on the Life Cycle Cost Analysis of the proposed Replacement of Pope C-130 E Fleet, have thoroughly studied and recommended the replacement of the C-130 E with the C-130 J. The Air Force construction programs already begun at Pope (as noted in the August 10, 2005 Pope Hearing Testimony) were in response to these C-130 J recommendations until the program was halted in 2004 (pre-BRAC). Since that C-130 J program has been resumed (post-BRAC announcement), the questions raised by the Air Force as to aging equipment and mission capability should be again resolved without incorporation of ARC aircraft. Some increased ARC support missions might be necessary during the transition period to newer aircraft, but that can be easily accomplished as previously discussed.

Section 2 - This coalition has found no reference or any documentation in the BRAC library regarding the Air Force claim related to Pope AFB, that AFRC recognized "an opportunity to fill a mission there and supported the creation of the associate unit." Quite in opposition to this statement are the Air Force Reserve Command Capacity Analysis Briefing to the Base Closure Executive Group, 28 April 2004 and the Air Force Reserve Command Phase II Capacity Analysis, 25 August 2004. Both briefings cite the alleged lack of land availability at Pittsburgh as a "showstopper" and explore little other detail on the location after tagging it as such. Similar situations prevail at the other ARC bases involved here. The Base Closure Executive Committee capacity data for Charleston, WV reflected sufficient land was not available to support more than eight aircraft. In truth, the unit can immediately park and operate 12 C-130s. With minor ramp expansion, they can support 16 C-130s within existing boundaries. Associate units could also be formed at many of the present ARC unit locations, but this approach was apparently not explored by the Air Force. The Phase II Capacity Analysis even specifically points out as special issues

that the Pittsburgh location is a "candidate for associate build with ANG" and that Pittsburgh is a "large metropolitan area with a major airline hub good for recruiting." An estimate of cost savings by closure of Pope AFB, as requested by the BRAC staff of the Air Force at the July 29, 2005 meeting, is partially addressed at Attachments #4 and #5. While again demonstrating the ability of the current 19 ARC C-130 bases (159 C-130 aircraft) within a 2 hour flight time of Pope AFB to fulfill the Ft. Bragg mission, this chart also demonstrates the relatively low cost of this sort of support operation versus the high cost of moving and maintaining these units as proposed (Attachments #4 and #5).

Niagara Falls was slated for expansion until January 2005, and in fact has a higher military value index than certain other bases being expanded, a fact shared by other ARC bases once a true analysis is performed. Then, in January 2005, Niagara Falls was placed on the BRAC list for closure, based on "military judgment". This alleged "military judgment" amounted to lack of proper analysis and planning, which has abounded within the Air Force recommendations for ARC installations in BRAC.

It is unclear why the Army allegedly requested that C-130 aircraft be left at Pope. No documentation on this request has been located in the BRAC library. It is well known that support for a Crisis Response Team, an alleged Army concern, would primarily be filled by other than C-130 airlift aircraft. Any C-130 requirement in this regard could likewise be fulfilled by off station aircraft. A thorough review of the missions associated with the Little Rock / Pope proposals by this Joint BRAC Task Force can find no reason why it would be better suited to have these Reserve Forces C-130's at Pope and Little Rock rather than at their present locations. If those at Pope can unequivocally prove the mission requirement for continued active duty presence with the 43rd Airlift Wing, so be it. If so, there is no further need for ARC C-130 aircraft basing at Pope. Likewise, with the logical basing of active duty replacement C-130 aircraft at Pope and Little Rock, there is no need for further basing of ARC C-130's at either location. The high cost and seriously negative impact on the ARC structure could be enormous with the Air Force proposed actions. This is not in the best interest of this country, especially during a time of war, when all the affected assets are deeply involved in wartime support. The proposed changes at Little Rock only aggravate their limited airspace problems there. Their single runway operation is a clear reason for not moving ARC C-130's to this central location.

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